

Appendix

7

Historic and Cultural

**A HISTORICAL, ARCHITECTURAL, ARCHEOLOGICAL,
AND CULTURAL RESOURCE ASSESSMENT FOR
PROPOSED IMPROVEMENTS TO THE
KODIAK AIRPORT, KODIAK, ALASKA**

Prepared for:

**Federal Aviation Administration
Alaskan Region, Airports Division
Anchorage, Alaska**

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ABSTRACT

The Federal Aviation Administration (FAA) is preparing an environmental impact statement (EIS) for proposed improvements to the Kodiak Airport in Kodiak, Alaska. In conjunction with the EIS, an assessment of historical, architectural, archaeological, and cultural/heritage resources was undertaken. The approach to and results of that assessment are presented herein for consideration under the National Historic Preservation Act and its implementing regulations.

Two construction projects—both runway safety area improvement projects—are proposed by the Alaska Department of Transportation and Public Facilities (ADOT&PF) for the Airport. The FAA is reviewing the potential social and environmental effects of these proposed actions and is studying potential alternatives to those actions that may have lesser or different effects. The two proposed projects would address runway safety area deficiencies for Runways 07/25 and 18/36.

SWCA Environmental Consultants, under subcontract to the prime consulting firm hired by the FAA to assist in the preparation of the EIS, undertook a multi-pronged approach to identifying historical, architectural, archaeological, and cultural/heritage resources that could be impacted by the proposed projects. This approach included archival research and literature reviews; field verification and inspection; and consultation with agencies, local interested parties and regional Alaska Native groups, as well as with the Sun'aq Tribe of Kodiak, the Woody Island Tribal Council, and the Native Village of Afognak. Through this process, a number of known and potential resources were identified.

Key among the historical, architectural, archaeological, and cultural/heritage resources in the immediate vicinity of the Airport and the areas of potential effects for the proposed projects is the Kodiak Naval Operating Base and Forts Greely and Abercrombie National Historic Landmark (NHL) (KOD-124) and its related contributing and non-contributing features. The only other known historic property in the immediate project area is the remains of a possible Russian artel (KOD-015). Interviews with Alaska Native elders and subsistence gatherers also identified several areas around the Airport where customary and traditional resources are gathered.

As designed for evaluation in the Draft EIS, all of the alternatives for the two proposed projects would have minimal direct and indirect effects (e.g., a minor change in design) on the NHL. These impacts are expected to be so limited that they would constitute *no adverse effect* to the NHL and its contributing elements. Neither project, regardless of alternative, would directly or indirectly affect site KOD-015.

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INTRODUCTION

The Federal Aviation Administration (FAA) is preparing an environmental impact statement (EIS) for proposed improvements to the Kodiak Airport in Kodiak, Alaska (Figure 1). In conjunction with the EIS, an assessment of historical, architectural, archaeological, and cultural/heritage resources was undertaken. The approach to and results of that assessment are presented herein for consideration under the National Historic Preservation Act and its implementing regulations.

SWCA Environmental Consultants (SWCA), under subcontract to the prime consulting firm hired by the FAA to assist in the preparation of the EIS, undertook a multi-pronged approach to identifying historical, architectural, archaeological, and cultural/heritage resources that could be impacted by the proposed projects. This approach included archival research and literature reviews; field verification and inspection; and consultation with agencies, local interested parties and regional Alaska Native groups, as well as with the Sun'aq Tribe of Kodiak, the Woody Island Tribal Council, and the Native Village of Afognak. Through this process, a number of known and potential resources were identified.

PROPOSED UNDERTAKINGS

Two construction projects are proposed by the Alaska Department of Transportation and Public Facilities (ADOT&PF) for the Airport. Both of the projects consist of improvements to address runway safety area deficiencies. The FAA is reviewing the potential social and environmental effects of these proposed actions and is studying potential alternatives to those actions that may have lesser or different effects. The design details and potential impacts of the proposed actions and their alternatives on the wide array of social and biological resources and land uses in the study area are described in the EIS.

Runway safety areas (RSAs) are cleared and graded areas that are located along the sides (laterally) and ends of runways and are roughly level with the runway surface. RSAs serve as buffer areas in the event that an aircraft using the runway lands short of the active runway surface, overruns or overshoots the active runway surface on takeoff, or veers off the side of the runway for any reason. The RSA is intended to minimize harm to passengers and aircraft by providing an area free of obstacles and obstructions and to allow room for medical and fire vehicles to access the aircraft in the event of an emergency. The standard length and width of the RSA for a runway is determined by the FAA and is based upon the operating characteristics of the predominant aircraft type using the runway. Of the three runways at the Kodiak Airport, two (Runways 07/25 and 18/36) are subject to the same standard RSA dimensions, and the third (Runway 11/29) is subject to different standard dimensions. The ADOT&PF assessed each of the three runways at the Kodiak Airport relative to the respective FAA standards.

The RSA for Runway 11/29, which primarily serves small, general aviation aircraft, meets current FAA standards and requires no improvement. The RSAs for Runways 11/29 and 18/36, which serve larger commercial jet aircraft and U.S. Coast Guard aircraft do not currently meet FAA standards. For these two runways, the standards are for the lateral RSA (the RSA on the

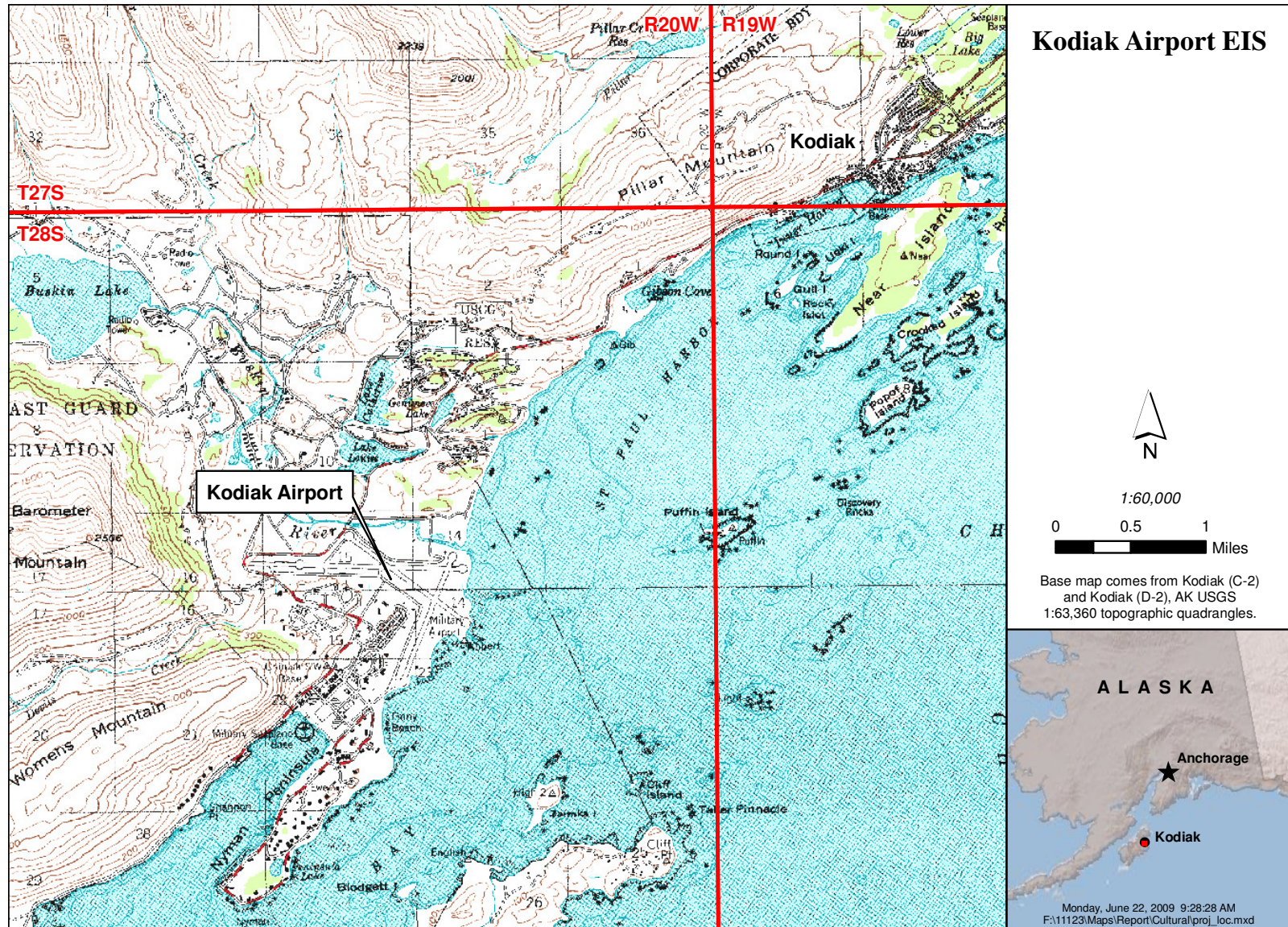


Figure 1. General Project Area Location.

sides of the runway for its entire length) to be 500 feet wide centered on the runway centerline and extend 1000 feet beyond the end of each active runway end. In enforcing the RSA standards, the FAA requires that airports receiving federal funds or approvals meet the standard RSA dimensions to the extent practicable.

In a preliminary assessment of the lateral RSAs for Runways 11/29 and 18/36, the FAA determined that the existing safety areas are sufficiently close to the applicable standard dimensions that no improvement to those areas is currently warranted. FAA further determined that the RSA at the 07 end of Runway 07/25 meets the dimensional standard. As such, the areas that remain deficient in RSA are the 25 end (east end) of Runway 07/25 and both ends (north and south) of Runway 18/36. Through the EIS, the FAA is considering a variety of alternatives to improving these RSAs. These alternatives, which are described in more detail elsewhere in this report, were developed in consideration of potential environmental constraints, engineering feasibility, and cost constraints (e.g., the FAA has placed a cap of \$30 million per runway toward efforts to meet the standard dimensional criteria).

STUDY AREA

For the purpose of the EIS, the study area, or area of potential effects (APE), for archaeological, historical, and heritage resources was defined as that area within which direct and indirect impacts may occur to such resources as a result of any of the proposed project alternatives. The APE is illustrated on Figure 2 and contains approximately 75 acres. The APE is located in Township 28 South, Range 20 West, Section 14, 22, and 23 (Seward Meridian). The EIS considered a broader area than the APE with regards to potential impacts on biological resources. Many of these biological resources are the focus of customary and traditional subsistence practices. The potential impacts on these resources as those impacts relate to the maintenance of customary and traditional practices are also taken into consideration in this report.

Lands within the APE are under a mixture of federal and state ownership. The U.S. Coast Guard (USCG) owns all lands within the Airport property boundary and most of the land immediately surrounding that boundary. The ADOT&PF leases land from the USCG for the operation of the public airport. Lands north of the airport, including the Buskin River area, are part of the Buskin River State Recreation Site and are managed by the State of Alaska. There are no native allotments, native corporation holdings (surface or subsurface), other private lands, or municipal lands within the APE.

The majority of the APE is characterized by heavily developed lands composed of graded and filled lands associated with construction of the Kodiak Naval Operating Base (now the U.S. Coast Guard base) and subsequent expansion of the Airport. The undeveloped portion of the APE north of Runway end 18 consists of a small portion of the Buskin River, a sand bar at the mouth of the Buskin River, intertidal lands, and marine waters. The undeveloped portion of the APE east of Runway end 25 and south of Runway end 36 consist of marine waters.

Natural soils are only present in the undeveloped portions of the APE. These soils consist of fine alluvial silts and well-sorted sands. Volcanic ash from the 1912 Mt. Katmai eruption can be found directly below the vegetation layer in undisturbed areas. Vegetation on the Airport is

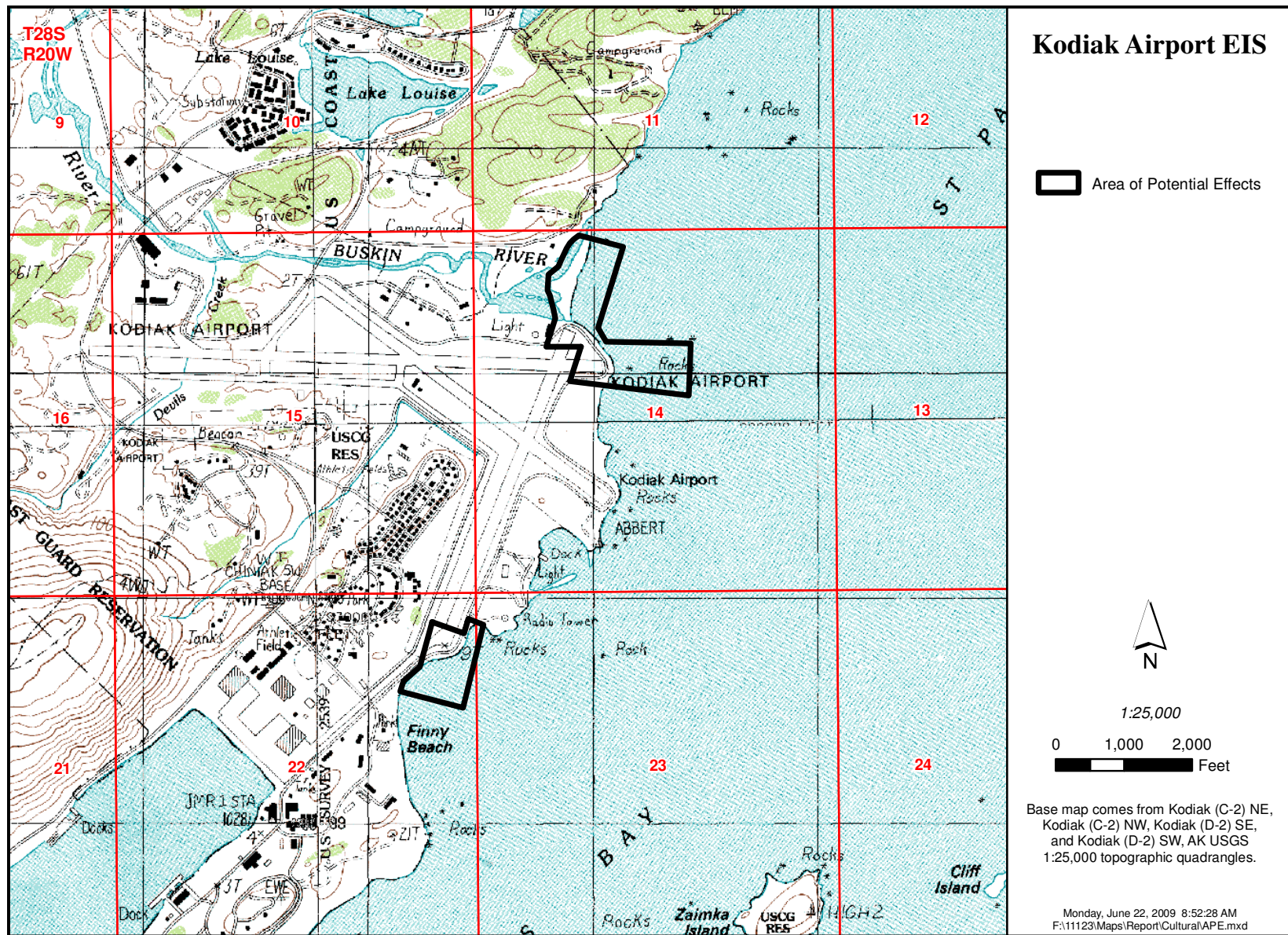


Figure 2. Study areas (APE) for historical, architectural, archaeological, and cultural resources.

extremely limited, consisting primarily of grasses; vegetation is managed to restrict growth and reduce wildlife attractants that could create aviation safety hazards. Riparian vegetation, such as Cottonwood trees, is present along portions of Devils Creek, which has been piped across much of the airport property, and along the banks of the Buskin River. Vegetation surrounding the APE and the Airport is typified by patches of mature spruce trees and occasional alder with an understory of sphagnum moss, berries of different varieties, and grassy meadows. Willow is common in the lower lying areas around the Buskin River estuary.

From a historical perspective, the study area has been used by Alaska Natives (Alutiiq), Russians, and Euroamericans. The greatest physical evidence of past uses on and surrounding the Airport is associated with the U.S. military occupation of Kodiak during World War II (WWII). Facilities developed at this time were associated with the Kodiak Naval Air Base (later the Kodiak Naval Operating Base), Fort Greely, and Fort Abercrombie; Fort Abercrombie is located well north of the Airport and won't be discussed further.

Despite the extreme alteration of the ethnographic and prehistoric landscape by military activity, evidence of older cultures is still present in limited fashion in and near the project area. Alutiiq people, specifically the Katchemak and Koniag, are the earliest definable culture group known to inhabit the Kodiak Archipelago. The Koniag share many traits with Eskimo populations, including the Alutiiq language, which is one of five Yup'ik Eskimo languages (Woodbury 1984), though the exact origins of the Koniag remain a matter of serious debate.

Archaeological and ethnographic evidence of the Alutiiq people indicate that they lived in permanent villages and were, not surprisingly, a maritime-based culture. Estimates of population size prior to historic contact project that approximately 15,000 people live on the Archipelago (Donta 1993). Villages were composed of between 100 and 400 people and consisted of large, semi-subterranean sod houses located in coastal or riverine environments and typically facing the water (Steffian and Higgs 1996:13). Artifact assemblages and features associated with Alutiiq sites typically include shell middens, depressions (likely evidence of past structures), and an array of tools used to harvest marine and freshwater resources as well as process local plants.

Katchemak sites have been identified in the general Airport study area and have been dated to the latter part of the Katchemak period, between 2,500 B.P. and 600 B.P. (Steffian and Higgs 1996:16). One Katchemak site, KOD-200, is located approximately 1 mile south of the Airport, on Nyman Peninsula. Koniag period sites have also been found in the general area, though the closest sites to the Airport are located well away from the current project area, on the western coast of Cliff Point (Zaimka Ridge) (Steffian and Higgs 1996:16).

Russian traders are accepted as the first non-Native group to contact the Alutiiq people on Kodiak Island, with the first actual landing on the Archipelago likely occurring in 1763 (Steffian and Higgs 1996:17). The first permanent Russian settlement on the Archipelago was established in 1784 by Gregorii Shelikof, who established an artel (a permanent camp for work crews) in Three Saints Bay (Black 1992:165). The artel was destroyed by a tidal wave in 1792 and rebuilt in Saint Paul Harbor, in the location of the modern-day City of Kodiak (Steffian and Higgs 1996:17). Russian occupation was focused on the fur trade, specifically sea otter pelts. As the Russian presence grew in the area, the Koniag peoples who were present in the area became

increasingly marginalized, and their cultural traditions changed substantially to include larger, consolidated regional centers rather than dispersed villages and an economy based on trade goods and cash.

With the establishment of the Russian American Company headquarters in 1799, the Russian presence on Kodiak Island expanded even further. In addition to the settlement in Saint Paul Harbor, they established a new artel, focused on agriculture, at the mouth of the Buskin River, immediately north of the current Airport. This artel was present at least by 1805, as evidenced by a historical map showing the camp and its associated agricultural fields (Lianski 1968 as cited in Steffian and Higgs 1996:18). Early documentation of the remains of this site (KOD-015) suggest that Alutiiq artifacts were also present, though it is unclear whether the Alutiiq occupation was prior to or contemporary with the Russian artel (this site is discussed in more detail later in this report).

American occupation of Kodiak Island began with the purchase of Alaska in 1867 and the taking over of the Russian American Company's activities by the American Commercial Company. Over the next several decades, the commercial fishing industry developed and farming and ranching became a major component of the Island's economy. It wasn't until the outbreak of World War II (WWII) that Kodiak Island experienced a major population boom and substantial change to the economy and landscape. Prior to WWII, the Territory of Alaska had little to no U.S. military presence and was vulnerable to attack, particularly from Asia. Recognizing this vulnerability, the U.S. government invested a tremendous sum in establishing Dutch Harbor, and Sitka were the primary defense facilities. At Kodiak, Navy and Army bases were established, with the Navy building an operating base and airstrip on the site of the current Airport in 1939. Two years later, the Army established Fort Greely, immediately north of the Airport and extending up the Buskin River Valley, and in 1943, they established Fort Abercrombie, north of the City of Kodiak. After WWII, the Navy transferred the operating base to the U.S. Coast Guard (USCG), who maintains ownership of the property today.

The military occupation of the Airport project area left extensive cultural remains on the landscape, particularly historic structures, many of which remain in use today. The USCG base contains numerous historical buildings from the WWII build-up, and earthen revetments used to obscure planes and structures still line portions of the runways. The current runways themselves were constructed when the base was established, though they have been maintained and repaved several times since then; however, their original alignments remain intact. Many of the original structures from the operating base have been demolished, and all that remains of them are their concrete foundations. To the north of the Airport, the remains of the Army's Fort Greely encampment are extensive, consisting of structural remains, depressions, gun emplacements, artifact scatters, ammunition magazines, bunkers, and many other features.

RESOURCE IDENTIFICATION

This section outlines the methods used in identifying historical, architectural, archaeological, and cultural resources within the study area.

METHODS

A three-pronged approach was used to identify archaeological, historical, and heritage resources that may be impacted by any of the proposed alternatives. The first component of resource identification was to examine existing records of the Alaska Office of History and Archaeology (OHA) in Anchorage and other sources related to archaeological and historical investigations at and immediately surrounding the Airport. The second component of resource identification involved field verification of the presence/absence of previously documented resources within areas that could be impacted by any of the proposed alternatives in this EIS. The third component consisted of consultation with a variety of agencies, three federally recognized Alaska Native tribes, two native corporations, other local individuals and other interested parties to identify, evaluate, and consider the potential impacts to historical, architectural, archaeological and cultural (or heritage) resources within areas that could be directly and indirectly affected by implementation of any of the proposed Airport projects.

LITERATURE REVIEW

As part of the review of existing literature regarding previous environmental, historical, archaeological, and heritage resource investigations and known resource sites within the APE, SWC consulted the records of the OHA, the Alutiiq Museum in Kodiak, the Kodiak Historical Museum and Society, the Airport, the National Park Service, and the U.S. Coast Guard (USCG).

The review of the records of the OHA and other sources indicated that the land-based area within the APE from the various project alternatives under consideration in the EIS was inspected for archaeological and historical resources as part of investigations associated with previous studies and as part of the documentation and evaluation of the Kodiak Naval Operating Base and Forts Greely and Abercrombie NHL. The most recent of these studies occurred in 1996 and was undertaken by Northern Land Use Research (Steffian and Higgs 1996). Prior to this, studies in the APE were undertaken in the early 1980s. Additional studies targeted at the nomination and listing of the NHL were carried out in 1984/1985. All of these previous studies are discussed in more detail elsewhere in this report.

FIELD VERIFICATION/FIELD INSPECTION

As the search of the project and site records of the OHA, NPS, Airport, USCG, and Alutiiq Museum demonstrated, nearly the entire land-based area within which project-related direct impacts to resources may occur has been previously inventoried for archaeological and historical resources. Most of the inventories occurred in conjunction with planned projects or general management of the USCG facilities. In order to confirm the current presence/absence and condition of any previously documented resources identified by these earlier survey within areas that could be impacted by proposed projects at the Airport, each of these resources was revisited as part of the studies for the EIS.

Two small areas of land east of Runway end 25 and south of Runway end 36 where fill would be placed under alternatives associated with improving the RSAs for those runway ends had not been inspected for archeological, historical, architectural, or cultural/heritage resources during previous surveys. These areas are located on USCG-owned lands and amount to less than 2 acres

of the total APE. SWCA visually inspected all uplands and the intertidal zone (during low tide conditions), but submerged lands below marine waters were not inspected.

CONSULTATION

Consultation was undertaken to identify, evaluate, and consider the potential impacts to historical, architectural, archaeological, and heritage resources within areas that could be directly and indirectly affected by implementation of any of the proposed project alternatives at the Airport. As noted previously, this consultation occurred with agencies, three federally recognized tribes, two native corporations, local individuals, and other interested parties.

Among the agencies consulted were the Alaska OHA and the NPS (for the National Historic Landmark). This consultation occurred at meetings held during the scoping phase of the EIS, through initiation of consultation letters, and via informal conversations related to the EIS.

Consultation was also undertaken with the staff and councils of the Sun'aq Tribe of Kodiak (Sun'aq Tribe), the Native Village of Afognak (NVA), and the Woody Island Tribal Council (Woody Island). Consultation between the FAA and the tribal councils occurred at a government-to-government level to the extent desired by the tribes themselves; in some cases, the councils assigned staff members to serve as liaisons between the council and the FAA. The FAA invited members of councils to all meetings between the FAA and tribal representatives and requested formal comments representing the official views of the tribal governments from the councils themselves rather than the staff liaisons. SWCA carried out non-government-to-government consultation with tribal staff members, elders, and citizens as part of our efforts to gather information about known or potential heritage resources and areas of customary and traditional practice. All three tribes identified representatives to participate in a January 2009 focus group discussion on subsistence resources and uses around the Airport.

In addition to the government-to-government consultation, the FAA made an effort to solicit the input of the appropriate native corporations. Koniag, Inc. (Koniag) is the regional corporation for the area, while the Kodiak Area Native Association (KANA) is the village non-profit corporation and Natives of Kodiak, Inc. (NOK) is the local Alaska Native urban corporation. FAA and its EIS consultant team contacted all three organizations via letter and telephone at the start of the EIS process and invited them to become consulting parties for the project. Koniag was the only organization to respond affirmatively, and the FAA met with representatives from the corporation to discuss the project and the consultation process. Throughout the EIS process, the FAA has invited, and will continue to invite, representatives of all three organizations to participate in project-related group meetings with other Alaska Native organizations and tribal government representatives, regardless of whether they requested to be a consulting party. The FAA also issued standing invitations to engage in one-on-one consultation with corporation representatives at anytime throughout preparation of the EIS.

PREVIOUS RESEARCH

As noted above, the Kodiak Airport and surrounding lands (uplands and filled lands) have been subjected to several previous assessments for historical, architectural, archaeological, and cultural resources.

Studies of the WWII era resources on and surrounding the Airport were conducted as part of the preparation of the National Register of Historic Places nomination form for the establishment of the Kodiak Naval Operating Base and Forts Greely and Abercrombie National Historic Landmark in 1985. The boundaries of the NHL (illustrated on Figure 3) were designated such that active airport operational property and the active USCG base are inside the NHL. The NHL was assigned the Alaska Heritage Resources Survey (AHRS) number KOD-124. The three airport runways were identified as contributing resources and assigned AHRS numbers KOD-762 (Runway 18/36), KOD-763 (Runway 11/29), and KOD-764 (Runway 07/25). Several revetments adjacent to the runways were also identified as contributing resources, though they were not assigned AHRS numbers. An additional revetment located to the south of the intersection of Runways 18/36 and 11/29 was not identified as a contributing feature of the NHL and was not assigned a feature number within the landmark. A small concrete foundation located south of the intersection of Runways 07/25 and 11/29 was also not included as a contributing feature of the NHL or assigned a feature number. The only other previously identified contributing feature of the NHL that is located immediately adjacent to the current APE was Building 456 (OHA site KOD-604), a former fighter plane hangar. All that remains of this building at the present is its concrete foundation. Presumably this feature would no longer be considered a contributing element of the NHL.

In 1993, the USCG prepared a historic resources management plan for the Support Center Kodiak facilities (Wall 1993). This plan was intended to guide the USCG in the appropriate management of historic properties on the base for the ten years following completion of the plan and specifically targeted military-related resources from 1938 to 1949. A visual inspection of the USCG facility for such resources was carried out in conjunction with the preparation of the management plan. At sometime during the early 2000s, the plan was to be updated to include historic period resources from the 1950s and early 1960s. SWCA could not locate such a plan during our coordination with the USCG to review their cultural resource files; however, in 1997, the USCG prepared a cultural resources inventory of the base (Architectural Resources Group 1997). This inventory focused on the identification and documentation of historic period structures within a proposed historic district on the base and on identifying contributing and non-contributing features of that district. No archaeological studies were carried out. The proposed district is located outside of but near the APE for RSA improvements to Runway 36.

In 1996, Northern Land Use Research (NLUR) conducted an archaeological survey as part of the USCG's efforts to comply with Sections 106 and 110 of the National Historic Preservation Act (as amended). The survey was "designed to provide fundamental data for future operational activities and facilities planning in order to ensure appropriate consideration of historic

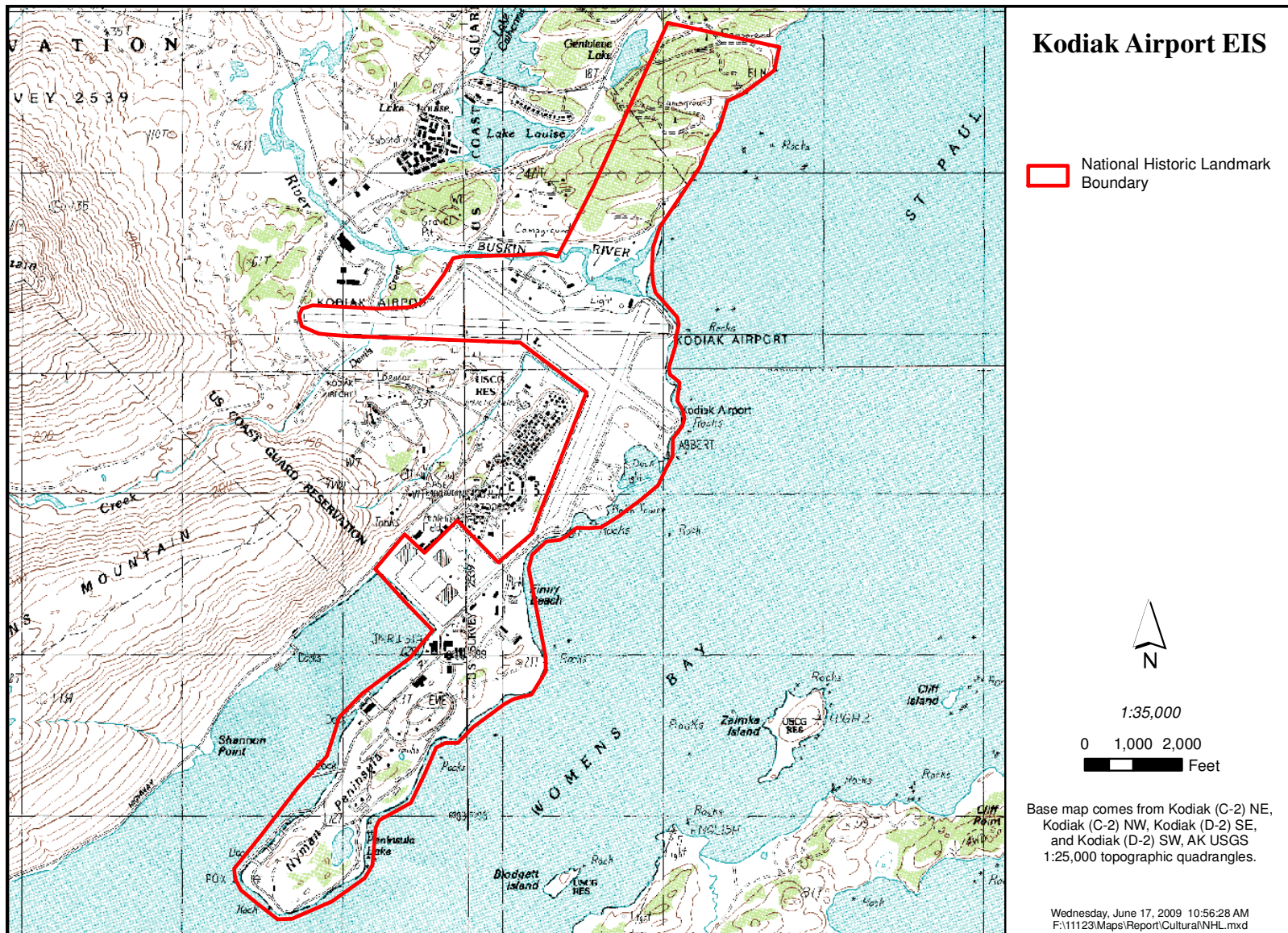


Figure 3. Approximate NHL boundary.

properties that are eligible for listing in the National Register of Historic Places" (Steffian and Higgs 1996). This project focused on the identification and evaluation of non-military archaeological resources that were present on USCG lands around the Airport. NLUR's field studies, which included surface surveys (i.e., no subsurface testing or probing) covered the north and south banks of the Buskin River below the Chiniak Highway, the Buskin River estuary, the entire sand bar at the mouth of the Buskin River, the coastal area of Crash Boat Harbor and east of Runway end 36, and other areas. The locations inspected by NLUR are illustrated on Figure 4. NLUR found no archaeological resources within the portions of their survey area that overlap with the current APE.

As part of their field inspections, NLUR made a concerted effort to locate a previously documented site, KOD-015, that is purportedly located near the Buskin River estuary. The site is believed to represent the remains of a Russian American Company artel from the early 1800s. When active, the artel reportedly contained several Russian structures, an undefined number of Alutiiq sod houses, and agricultural fields. The site was first identified during the 1960s. The Alaska Heritage Resources Survey (AHRs) form for the site is vague regarding site content, mentioning only that a few artifacts have been found in the general area over the years.

The location of KOD-015 has been a matter of uncertainty for many years. Records of the OHA map the site as being located on the sand bar at the mouth of the river. Prior to construction of the military air base for WWII, the mouth of the Buskin River was located substantially south of its current location, hugging the base of the bluff on which Runway end 18 is now located. Over time, and partially as a result of the massive 1964 earthquake, the mouth of the river shifted north. The shift was gradual, thus the mouth of the river would, more or less, have occupied every portion of the current sand bar at some time. This suggests that were any archaeological site present on the bar, the likelihood is very low that any intact remains would still be present today.

NLUR conducted a reconnaissance inspection for KOD-015 during their 1996 studies. While striving to relocate the site, the surveyors noted substantial ground disturbance throughout the general area from the WWII military development of Fort Greely. NLUR did not locate any archaeological remains (military or otherwise) on the existing sand bar or in the area east of the estuary. They did, however, identify the possible remains of KOD-015 in a spruce grove near the Buskin River State Park overflow parking lot northeast of the estuary. In this area, NLUR identified a slight berm and an earthen depression that appear to pre-date similar military features in the area. Soil probes identified an undisturbed layer of Katmai ash, suggesting intact subsurface deposits could be present (Steffian and Higgs 1996). This potential location of KOD-015 is well outside the current APE.

RESULTS: KNOWN AND POTENTIAL SITES AND RESOURCES

Through the three-pronged approach to resource identification, several different types of historical, architectural, archaeological, and heritage resources were identified as being present, or potentially present, within areas that could receive direct and indirect impacts. These resources are discussed in the following sections by general resource category, and the locations of known archaeological, historical, and architectural sites in or immediately adjacent to the APE

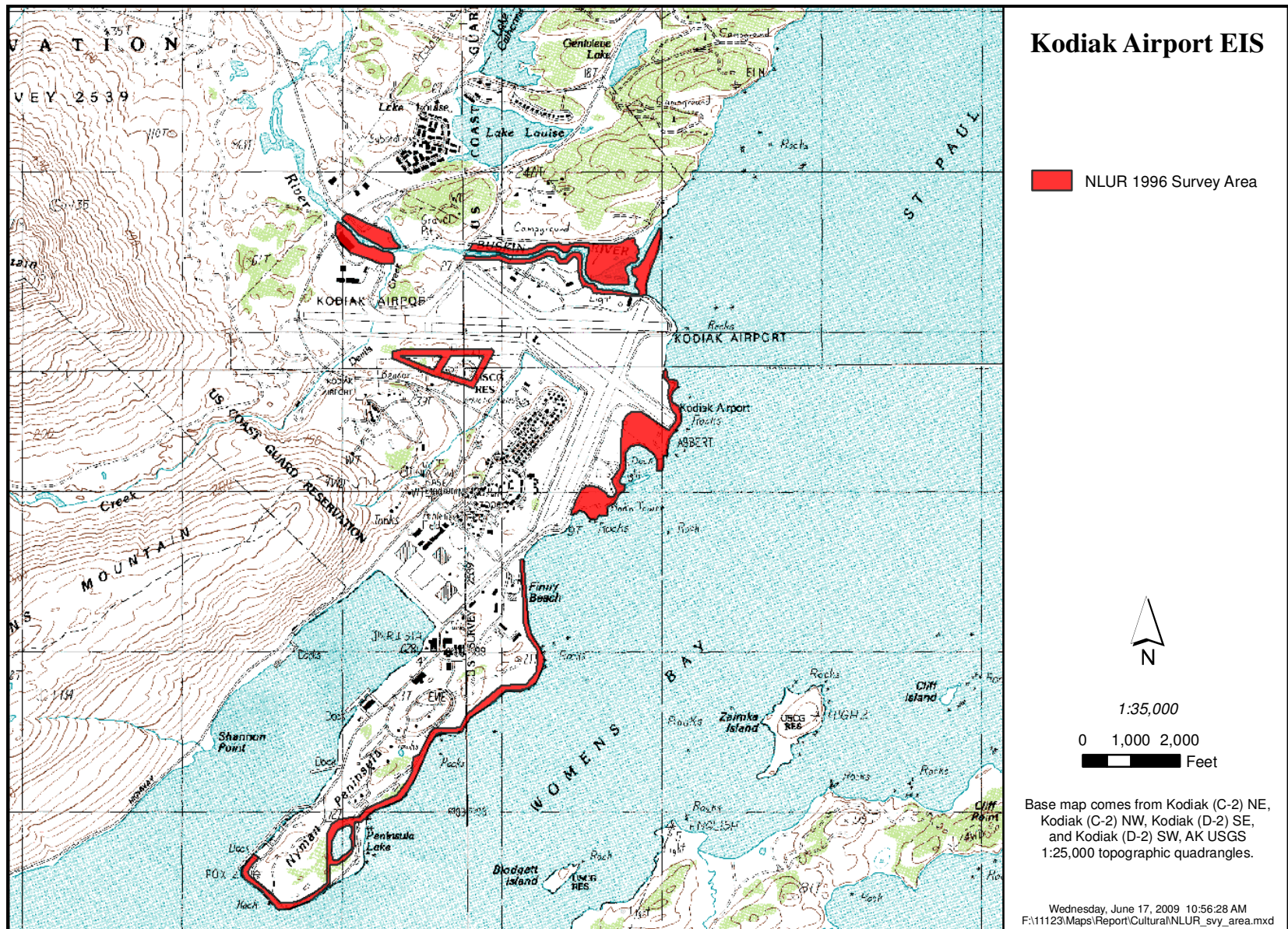


Figure 4. NLUR Survey Area

are illustrated on Figure 5. SWCA did not identify any new/previously undocumented archaeological, architectural, or historical resources in any areas we inspected as part of the assessment reported herein.

ALASKA HERITAGE RESOURCES SURVEY (AHRIS) SITES

The State of Alaska OHA maintains a database of archaeological and historical resources identified and documented within the state. The vast majority of resource information in the database is derived from inventories conducted in advance of federal undertakings or other projects subject to state and federal preservation laws. Other resources have been added to the database as a result of academic studies and other scientific investigations. As noted previously, the records of the database were examined as part of the resource identification efforts associated with the Airport EIS. These records were examined for the entire area within one mile of the Airport property. Numerous resources were identified in the AHRIS records as being present within this area. The vast majority are associated with the NHL encompassing the Airport. These AHRIS sites are discussed below as part of the description of the NHL.

Those resources for which records are present in the AHRIS database and that are not associated with the NHL are KOD-015, KOD-200, KOD-563, and KOD-925. Descriptions of these sites are as follows:

KOD-015 is the aforementioned possible Russian artel site, the exact location of which is suspect but appears to be outside the current APE. See Figure 5 for the site's location.

KOD-200 is a midden deposit with notched stones and two skeletons. This site is located on Nyman Peninsula, well outside—approximately 3/4-mile south of—the current APE.

KOD-563 is a culturally modified Sitka Spruce located near the southern end of Nyman Peninsula. The tree exhibited a "long, triangular scar with two distinct knife marks and a reflective yellow marker on it" (Steffian and Higgs 1996). This site is located approximately 1 mile south of the current APE.

KOD-925 is the Maliknak Family Banya Area, consisting of a vague earthen depression with associated structural debris. The AHRIS form indicates the site is located on Woody Island; however, site location maps at the OHA identify the site as being located along Devils Creek, south of Chiniak Highway. Both areas are well outside the current APE.

NATIONAL HISTORIC LANDMARK

In 1985, the Kodiak Naval Operating Base (NOB) and Forts Greely and Abercrombie National Historic Landmark was established (see Figure 4). The NOB and Fort Greely portions of the NHL appear to have been assigned AHRIS number KOD-124. The Fort Abercrombie portion of the NHL is located on Miller Point, at the extreme north end of the road system on Kodiak Island and well outside the current APE. As such, it will not be discussed further.

MAP REMOVED TO PROTECT CONFIDENTIAL SITE LOCATION INFORMATION PROTECTED BY FEDERAL LAW

Figure 5. Locations of known sites in or near the APE

Within the NHL boundary, numerous individual sites, structures, and features were documented and assessed for their contributing or non-contributing status relative to the overall NHL. These individual resources were also assigned unique AHRS numbers. More than 100 contributing and non-contributing resources were identified on the Airport and USCG base (air station, residential area, and Nyman Peninsula) portions of the NHL. Nearly all of these resources are located well away from the current APE and would not be subject to any direct or indirect impacts from the proposed RSA improvement projects. Those few contributing resources that are located either in or immediately adjacent to the APE are discussed in more detail below, and their locations are illustrated on Figure 5:

KOD-604 is Building 456, a former hangar building. The building was considered a contributing resource of the NHL at the time the NHL was established; however, the building has since been removed, and all that remains is a concrete pad with no remaining character defining features to indicate its former function. The pad is located immediately east of Runway end 18, outside the current APE.

KOD-762 is Runway No. 1 (current designation as Runway 18/36) at the airport.

KOD-763 is Runway No. 2 (current designation as Runway 11/29) at the airport.

KOD-764 is Runway No. 3 (current designation as Runway 07/25) at the airport.

KOD-795 is an earthen revetment (Revetment A9) with four bays used during WWII to house buildings, planes, and other equipment. The revetment is located approximately 500 feet west of Runway end 18 and well outside the current APE.

To the north of the Airport, in the Fort Greely portion of the NHL are several dozen sites and features associated with the military history of the area. Most of these are located in the Artillery Hill area, north of the Buskin River State Recreation Site. One of the sites is located relatively near the APE for improvements to the Runway end 18 RSA. The remaining sites are located well away from the APE and would not be subject to either direct or indirect effects. The site near the APE is as follows:

KOD-651 is former military structure Building 101, known now as the Buskin Beach House. It is a wood frame building that has been extensively altered and was considered to have lost integrity at the time it was documented; however, no formal determination of eligibility was made. The building is located approximately 400 feet west of the nearest portion of the APE and across and upland from the Buskin River estuary. See Figure 5 for the site's location.

BURIALS AND HUMAN REMAINS

While no known extant burials are present in the APE, burials have been found on the Airport and USCG facility in the past. Site KOD-200, described above, contained two sets of skeletal remains despite heavy disturbance of the area related to development of the historical military facility and damage caused by unauthorized excavations at the site. Additionally, historical burials were discovered on current Airport property in 1941, when Runway No. 2B (now

Runway 11/29) was under construction. A historical map sheet from the 1941 construction identified the locations of as many as 20 burials that were discovered during construction of the runway (Siems-Drake 1941). The burials, which were not identified as to ethnic origin (e.g., Alaska Native or non-native), were located north of the runway centerline, at the east (Runway end 29) end of the runway. The historical map sheet indicates that the burials were discovered on February 28, 1941, exhumed on March 6, 1941, and reinterred in the Kodiak cemetery on March 12, 1941 (Siems-Drake 1941). The map sheet identified the area in which the burials were found as an "Old Burial Ground". No other records of these burials were located during studies associated with the EIS. The fact that these burials were located on what is now the Airport proper provides at least some indication of pre-WWII uses of the area for burial and suggests that other, as-yet-undiscovered burials could also be present on the property. While the likelihood of this is low because of the extensive fill and grading undertaken during WWII to bring the Airport/USCG property up to its current elevation, the potential for such a discovery during future ground disturbance should still be acknowledged.

HERITAGE RESOURCES

Heritage resources are, for the purpose of this assessment, differentiated from AHRS sites and the NHL by their non-archaeological/non-structural nature and their specific cultural link to the Alaska Native population living in the Kodiak area and using the general project area for the maintenance of customary and traditional practices. Information about these resources was gathered through the consultation and interview process described in the Methods section of this report. In the case of the Kodiak Airport APE, the heritage resources identified by those consulted are related to customary and traditional subsistence practices. No culturally important sites, landmarks, or other physical features were identified in or near the current APE by anyone consulted during the preparation of the EIS.

CUSTOMARY AND TRADITIONAL RESOURCES/PRACTICES

Customary and traditional resources and practices such as hunting and gathering are an integral part of daily life and cultural identity for the majority of Alaska Natives (and some non-natives) within the Kodiak area. Throughout much of Alaska, such practices are an important socioeconomic pursuit. In many areas, however, such practices go far beyond the simple act of dietary supplementation. The Alaska Federation of Natives (2002) defines subsistence as follows:

"... Subsistence is a way of life in rural Alaska that is vital to the preservation of communities, tribal cultures, and economies. Subsistence resources have great nutritional, economical, cultural, and spiritual importance to the lives of rural Alaskans... Subsistence, being integral to our worldview and among the strongest remaining ties to our ancient cultures, is as much spiritual and cultural, as it is physical."

Consultation with the resource staffs, councils, and elders of the Sun'aq Tribe, NVA, and Woody Island suggests that reliance on and use of these customary and traditional resources varies significantly among tribal citizens. The majority of tribal citizens engage in some form of

customary and traditional subsistence. Sharing of harvest and distribution of resources to individuals who can no longer directly engage in hunting, fishing, or gathering themselves is an integral part of the cultural identity and customary practice of Alaska Natives in Kodiak.

According to local tribal elders, the Buskin River area has long been a source of subsistence resources, but it was not necessarily the preferred location for most resources until the modern era. Prior to the development of the road system down to the Buskin River, the preferred fishing locations were closer to the Kodiak townsite. As development in and around the town compromised the quality of those closer fisheries or imposed restrictions that limited access to areas, subsistence fishing, particularly salmon fishing, moved south to the Buskin River. This is not to say that the Buskin River was not historically used for subsistence fishing but that the levels of use today (it is the heaviest used river along the road system on Kodiak Island) is not necessarily reflective of the historical importance of the river. Tribal representatives have indicated that the next closest river with the same level of productivity as the Buskin River is located two hours away and is only accessible by boat.

The array of customary and traditional resources gathered in the environs surrounding the Airport project area is varied and distributed between land, freshwater, and marine resources. Those resources identified as targets for hunting and gathering in the vicinity of the Airport include the following: halibut, salmon (multiple subspecies), lingcod (in limited numbers), rockfish (in limited numbers), Dolly Varden, crab, shrimp, butter and Pacific littleneck clams, chitons, limpets, octopus, sea urchin, seals and sea otters (in very limited numbers), seaweed, kelp, fiddlehead fern, Devil's Club, berries, driftwood/firewood, and root wads that are used as pot scrubbers.

Those representatives of the tribal community who were formally and informally consulted during the EIS process expressed great concern over potential impacts to subsistence resources from placement of fill on the Buskin River mouth sand bar at Runway end 18. Concerns ranged from worry that the placement of fill would directly impact critical habitat, to concerns that the placement of fill would indirectly impact the productivity of the Buskin River estuary by stabilizing the sand bar and not allowing the mouth of the river to meander as it has done historically, to questions about whether access to the beach along the sandbar would be restricted if the RSA project for Runway 18/26 is implemented with fill off of Runway end 18.

NOTED BUT UNDOCUMENTED RESOURCES

In addition to the previously document AHRS sites, the NHL, and customary and traditional resources, SWCA located the wing of a plane and a displaced concrete vault block in the intertidal zone north of the airport, within the APE for the Runway end 18 RSA. An additional concrete vault block was observed in the rip-rap of the airport embankment off of Runway end 25. Both of the vault blocks were



Concrete vault block located north of Runway end 18



Airplane wing northeast of Runway end 18.

has been partially colonized by algae and other intertidal plants and invertebrates. No markings were found on the wing, and its age could not be determined. Discussions with local residents and USCG staff failed to yield any information about the origin of the wing.

displaced from their original locations. The block near Runway end 25 appears to have been placed in its current location for use as part of the rip-rap protecting the seaward embankment of the airport. The vault block north of Runway end 18 appears to have either been discarded in this location or moved over time by wave action to its present position.

The airplane wing is located in the near shore area east of the Buskin River bar and northeast of Runway end 18. It is highly corroded and

POTENTIAL IMPACTS

The following sections summarize the anticipated impacts on historical, architectural, archaeological, and heritage resources from the proposed construction projects and their alternatives. The assessment of anticipated impacts to customary and traditional subsistence activities is interpreted from the analysis of impacts to the marine environment contained in the EIS and in the ANILCA Section 810 evaluation prepared in conjunction with the EIS.

RUNWAY SAFETY AREA (RSA) IMPROVEMENTS

Two alternatives involving potential ground disturbance and placement of fill are being carried forward in the EIS for detailed evaluation relative to improving the RSA for Runway 07/25, and four are being carried forward for Runway 18/36. No Action alternatives, under which no project would be carried out, are also being considered for each runway. As part of the EIS, SWCA carried out an analysis of potential impacts to determine the probable affect from each of the alternatives. The following sections summarize the results of this analysis. All impacts to historic and cultural resources associated with the proposed actions and alternatives would occur as a consequence of construction activity. Once completed, ongoing operational effects are not expected to have an effect on such resources.

RUNWAY 07/25

RUNWAY 07/25 – RSA ALTERNATIVE 1 – NO ACTION

No historical, architectural, archaeological, or cultural resources would be affected by this alternative.

RUNWAY 07/25 – RSA ALTERNATIVE 2 – EXTEND RUNWAY END 25 LANDMASS BY 800 FEET

This alternative would result in the placement of fill material off of Runway end 25 (see Figure A1, Appendix A). A portion of the fill material would be placed within the boundary of the NHL (KOD-124); however, no contributing or character-defining features of the NHL would be impacted by this action. The 07/25 runway (KOD-764) would not be altered. The placement of fill would minimally alter the visual appearance of the overall NHL property when viewed from adjacent coastal waters, the Buskin River Recreation Site, or the air. However, this alteration would not appreciably change the historical integrity of the NHL or its contributing features. As such, the FAA finds that Alternative 2 for Runway 07/25 would have *no adverse effect* on any known resources that are eligible for or listed on the NRHP.

Heritage resources, specifically subsistence practices, could be impacted by this alternative as a result of disturbances to habitat supporting subsistence flat fish, such as halibut, and other resources directly off of Runway end 25 as well as changes in the near shore freshwater plume from the Buskin River, which support juvenile salmonids. Similar flat fish habitat is present elsewhere in the immediate area and is sufficient to support flat fish populations comparable to existing populations. Disruption of the freshwater plume is expected to have a limited impact on juvenile salmonid survival rates, which would in turn impact the future adult population size returning to the Buskin River to spawn. The impact is not anticipated to be significant; therefore salmon could still be harvested and shared as part of maintaining cultural traditions, though bag limits or actual harvest could be lower if the population size decreases.

RUNWAY 07/25 – RSA ALTERNATIVE 3 – EXTEND RUNWAY END 25 LANDMASS BY 425 FEET

Impacts to historical, architectural, archaeological, or cultural resources under Alternative 3 for Runway 07/25 would be nearly identical to those described for Alternative 2; however, the extension of the landmass off of Runway end 25 would be shorter (see Figure A2, Appendix A) and would result in less visual alteration of the coastline of the NHL. Therefore, the FAA finds that Alternative 3 for Runway 07/25 would have *no adverse effect* on any known resources that are eligible for or listed on the NRHP.

This alternative would also impact less marine habitat and would have slightly less impact to heritage resources, particularly subsistence resources used in the maintenance of cultural traditions, than Runway 07/25 Alternative 2.

RUNWAY 18/36

RUNWAY 18/36 – RSA ALTERNATIVE 1 – NO ACTION

No historical, architectural, archaeological, or cultural resources would be affected by this alternative.

RUNWAY 18/36 – RSA ALTERNATIVE 2 – EXTEND LANDMASS ON BOTH RUNWAY ENDS BY 400 FEET

This alternative would result in the placement of a relatively small amount of fill material off of both Runway end 18 and Runway end 36 resulting in an extension of the above-water landmass of approximately 400 feet in both areas (see Figure A3, Appendix A). A portion of the fill material for the landmass extension at each runway end would be placed within the boundary of the NHL (KOD -124); however, no contributing or character-defining features of the NHL would be impacted by this action. The 07/25 runway (KOD-764) would not be altered. Both ends of Runway 18/36 (KOD-762) would be altered through the addition of more pavement to extend the runway surface and changing of the painted lines marking the runway thresholds (i.e., the thresholds would be displaced). The extension of the landmass around Runway end 36 would require placement of fill along a short section of the eastern edge of the existing lateral safety area. This fill would be located in an area that has already been altered from its historical condition by past activities at the airport/USCG base.

The placement of fill under this alternative would minimally alter the visual appearance of the overall NHL property when viewed from adjacent coastal waters, the Buskin River Recreation Site, Jewel Beach, or the air. However, this alteration would not appreciably change the historical integrity of the NHL or its contributing features. As such, the FAA finds that Alternative 2 for Runway 18/36 would have *no adverse effect* on any known resources that are eligible for or listed on the NRHP.

Impacts to subsistence resources and uses, which are tied to the cultural practices of the local Alaska Native community, are expected to be low and non-significant. The freshwater plume from the Buskin River would be disrupted slightly, which could have a limited impact on juvenile salmonid survival rates, which would in turn impact the future adult population size returning to the Buskin River to spawn. The impact is not anticipated to be significant; therefore salmon could still be harvested and shared as part of maintaining cultural traditions, though bag limits or actual harvest could be lower if the population size decreases.

RUNWAY 18/36 – RSA ALTERNATIVE 3 – EXTEND RUNWAY END 18 LANDMASS BY 1,200 FEET

This alternative would result in the placement of a large amount of fill material off of Runway end 18 resulting in an extension of the above-water landmass of approximately 1,200 feet (see Figure A4, Appendix A). A portion of the fill material for the landmass extension would be placed within the boundary of the NHL (KOD -124); however, no contributing or character-defining features of the NHL would be impacted by this action. The adjacent 07/25 runway (KOD-764) would not be altered. The north end (the 18 end) of Runway 18/36 (KOD-762) would be altered through the addition of more pavement to extend the runway surface and changing of the painted lines marking the runway threshold (i.e., the threshold would be displaced). Fill material would be placed near a foundation (Building Pad 456/KOD-604) that was considered contributing to the NHL, at least prior to the demolition of the building) but would avoid the foundation itself.

The placement of fill under this alternative would alter the visual appearance of the overall NHL property more than other alternatives when viewed from adjacent coastal waters, the Buskin

River Recreation Site, or the air. This alteration would change the historical appearance of the NHL to some degree when viewed from specific locations but would not adversely affect the overall integrity of the NHL or its contributing features. The side slopes of the new fill would be contoured and treated in the same manner as the other coastal portions of the NHL and the overall visual texture of the new landmass would be similar to that of the existing facility. As such, the FAA finds that Alternative 3 for Runway 18/36 would have *no adverse effect* on any known resources that are eligible for or listed on the NRHP.

Impacts to subsistence resources and uses, which are tied to the cultural practices of the local Alaska Native community, are expected to be more severe than those described for Runway 18/36 Alternative 3, as the freshwater plume would be disrupted more substantially, and hydrologic and geomorphic changes to the Buskin River mouth could cause large changes to the freshwater-saltwater mixing zone. Such changes could have a more substantial impact on overall population size of adult salmon, thereby decreasing the number of salmon available for harvest and sharing.

RUNWAY 18/36 – RSA ALTERNATIVE 4 – EXTEND RUNWAY END 36 LANDMASS BY 600 FEET

This alternative would result in the placement of a moderate amount of fill material off of Runway end 36 resulting in an extension of the above-water landmass of approximately 600 feet (see Figure A5, Appendix A). A portion of the fill material for the landmass extension would be placed within the boundary of the NHL (KOD -124); however, no contributing or character-defining features of the NHL would be impacted by this action. The south end (the 36 end) of Runway 18/36 (KOD-762) would be altered through the addition of more pavement to extend the runway surface and changing of the painted lines marking the runway threshold (i.e., the threshold would be displaced).

The placement of fill under this alternative would alter the visual appearance of the overall NHL property when viewed from adjacent coastal waters, the Jewel Beach area, or the air. This alteration would change the historical appearance of the NHL to some degree when viewed from these specific locations but would be only minimally distinguishable from the adjacent coast line and would not adversely affect the overall integrity of the NHL or its contributing features. The side slopes of the new fill would be contoured and treated in the same manner as the other coastal portions of the NHL and the overall visual texture of the new landmass would be similar to that of the existing facility. As such, the FAA finds that Alternative 4 for Runway 18/36 would have *no adverse effect* on any known resources that are eligible for or listed on the NRHP.

Impacts to subsistence resources and uses, which are tied to the cultural practices of the local Alaska Native community, are expected to be low and not significant. Very few subsistence resources are gathered in the affected area. Crab, which is the primary resource obtained in the area, can and would be able to use similar habitat in the immediate area, and no long term impacts to population and accessibility are expected.

RUNWAY 18/36 – RSA ALTERNATIVE 5 – EXTEND LANDMASS ON BOTH RUNWAY ENDS BY VARIED LENGTHS

This alternative would result in the placement of fill material off of both runway ends, resulting in an extension of the above-water landmass by a yet-to-be-determined length on each end. The FAA is reviewing all of the environmental resource impact analyses to determine if there are critical thresholds for the length or landmass extensions on either end of the runway beyond which significant environmental effects would occur. Under this alternative, the landmass extensions would stop short of those thresholds. Although the specific length of the landmass extensions is not currently known, they would be shorter than 1,200 feet on Runway end 18 and shorter than 600 feet on Runway end 36.

Regardless of the length of the landmass extension on either runway end, a portion of the fill material for the extensions would be placed within the boundary of the NHL (KOD -124) in the same manner that it would under all other alternatives except the No Action alternative. No contributing or character-defining features of the NHL would be impacted by this action. The south end (the 36 end) of Runway 18/36 (KOD-762) would be altered through the addition of more pavement to extend the runway surface and changing of the painted lines marking the runway threshold (i.e., the threshold would be displaced).

The placement of fill under this alternative would alter the visual appearance of the overall NHL property less than Alternative 3 and 4 when viewed from adjacent coastal waters, the Buskin River Recreation Site, or the air. This alteration would change the historical appearance of the NHL to some degree when viewed from specific locations but would not adversely affect the overall integrity of the NHL or its contributing features. The side slopes of the new fill would be contoured and treated in the same manner as the other coastal portions of the NHL and the overall visual texture of the new landmass would be similar to that of the existing facility. As such, the FAA finds that Alternative 5 for Runway 18/36 would have *no adverse effect* on any known resources that are eligible for or listed on the NRHP.

Impacts to subsistence resources and uses, which are tied to the cultural practices of the local Alaska Native community, would be expected to be low and not significant for this alternative given that the length of the landmass extensions would be tied to thresholds below which no significant impacts on environmental resources, including biological resources, would occur.

CONCLUSIONS

The ADOT&PF, operators of the Kodiak Airport, have proposed two runway safety area improvement projects for their facility. The projects would be carried out using grant monies obtained from the FAA. As such, the FAA is preparing an environmental impact statement to assess and disclose the anticipated social and environmental effects of the ADOT&PF's proposed actions and to consider alternatives to those proposed actions that might reduce such impacts while still meeting the purpose and need of the various projects.

A relatively large number of historical and archaeological resources are present in the general vicinity of the Airport. The vast majority of these resources are associated with the military

development and occupation of the airport for defensive purposes during WWII and are included in the Kodiak Naval Operating Base and Forts Greely and Abercrombie National Historic Landmark. Several known ethnographic sites, at least one of which contains/contained human remains, have also been documented on and around the Airport/USCG property. Neither of the proposed safety area improvement projects, regardless of which alternative the FAA may select, would have an adverse effect on any known NRHP-eligible or listed properties.

The Buskin River area immediately north of the Airport and the marine waters immediately east of the Airport are used extensively by the Alaska Native and non-native population of Kodiak for gathering of subsistence resources, particularly salmon, halibut, and crab. While no specific traditional cultural properties related to customary and traditional subsistence practices were identified in assessments associated with this project, the general practice of subsistence gathering in the area is consistent with the maintenance and perpetuation of traditional practices and cultural identity for Alaska Natives in the area. All of the proposed alternatives that would result in the placement of fill off of the runway ends would directly impact intertidal and marine habitat in those areas. Generally speaking, that habitat supports biota that has been identified as subsistence resources by local informants. Runway 18/36 Alternative 3 and Runway 07/25 Alternative 2 would have the greatest overall impact on habitat and water circulation that is tied to juvenile salmonid survivability and the overall freshwater-saltwater mixing zone. These factors contribute to adult salmon population size. If population size were to decrease as a result of impacts from the alternatives, fewer fish would be available for use in the maintenance of cultural traditions and practices such as sharing. Access to preferred subsistence areas would not be significantly restricted or impeded under any alternative.

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APPENDIX A: ALTERNATIVES FIGURES



Figure A1. Runway 07/25, Alternative 2. (Source: Barnard Dunkelberg and Company)

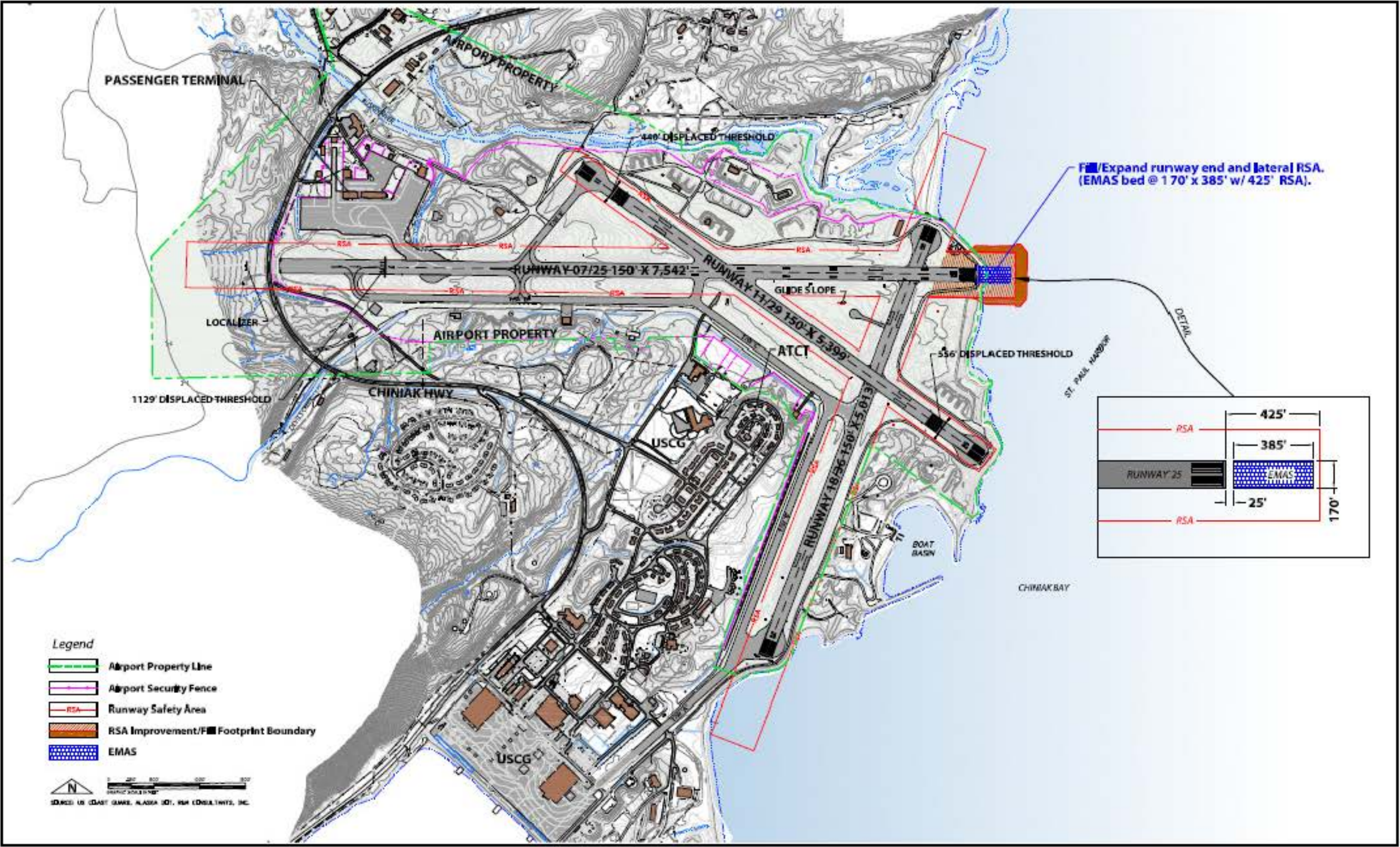


Figure A2. Runway 07/25, Alternative 3. (Source: Barnard Dunkelberg and Company)

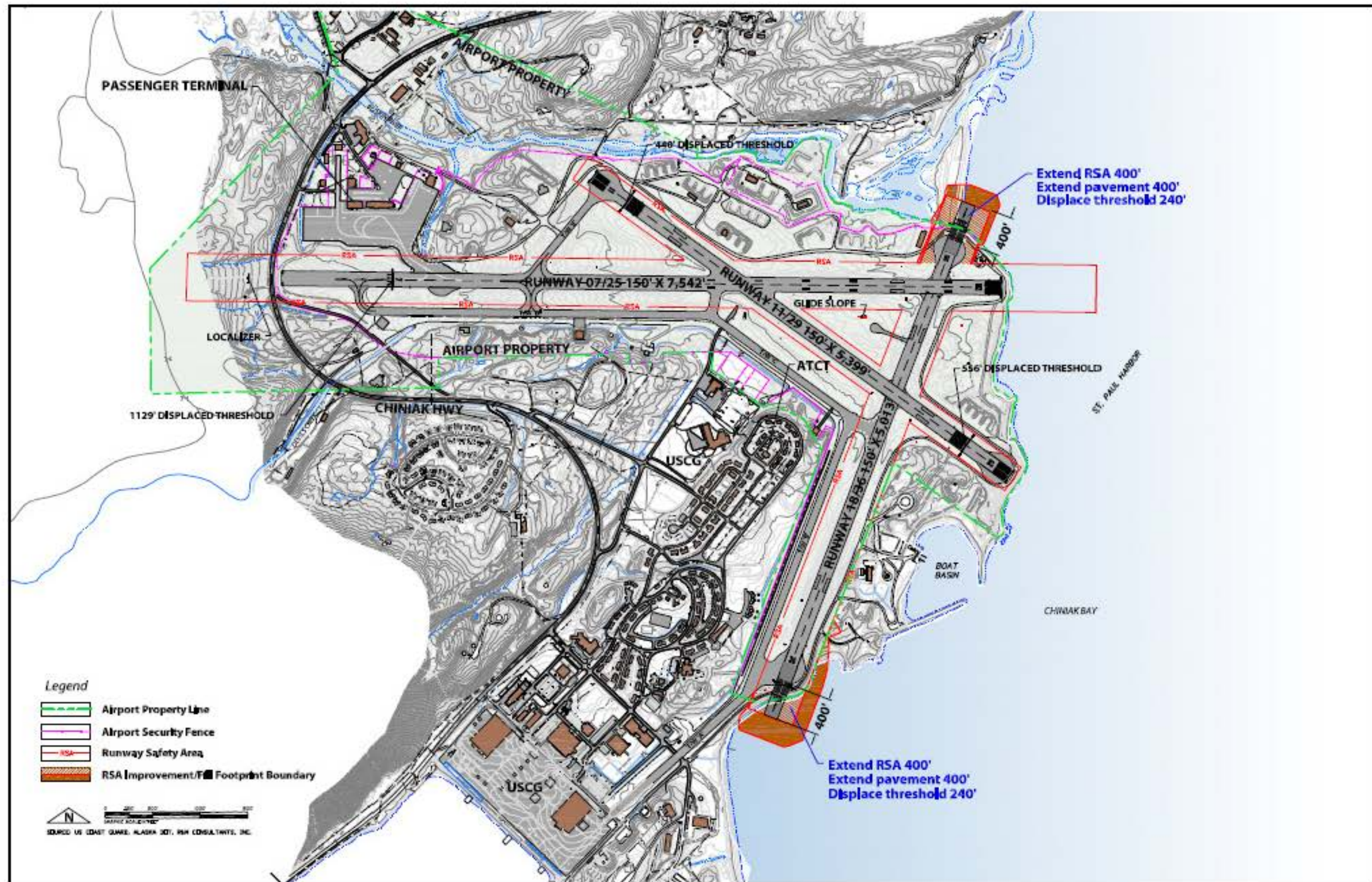


Figure A3. Runway 18/36, Alternative 2. (Source: Barnard Dunkelberg and Company)

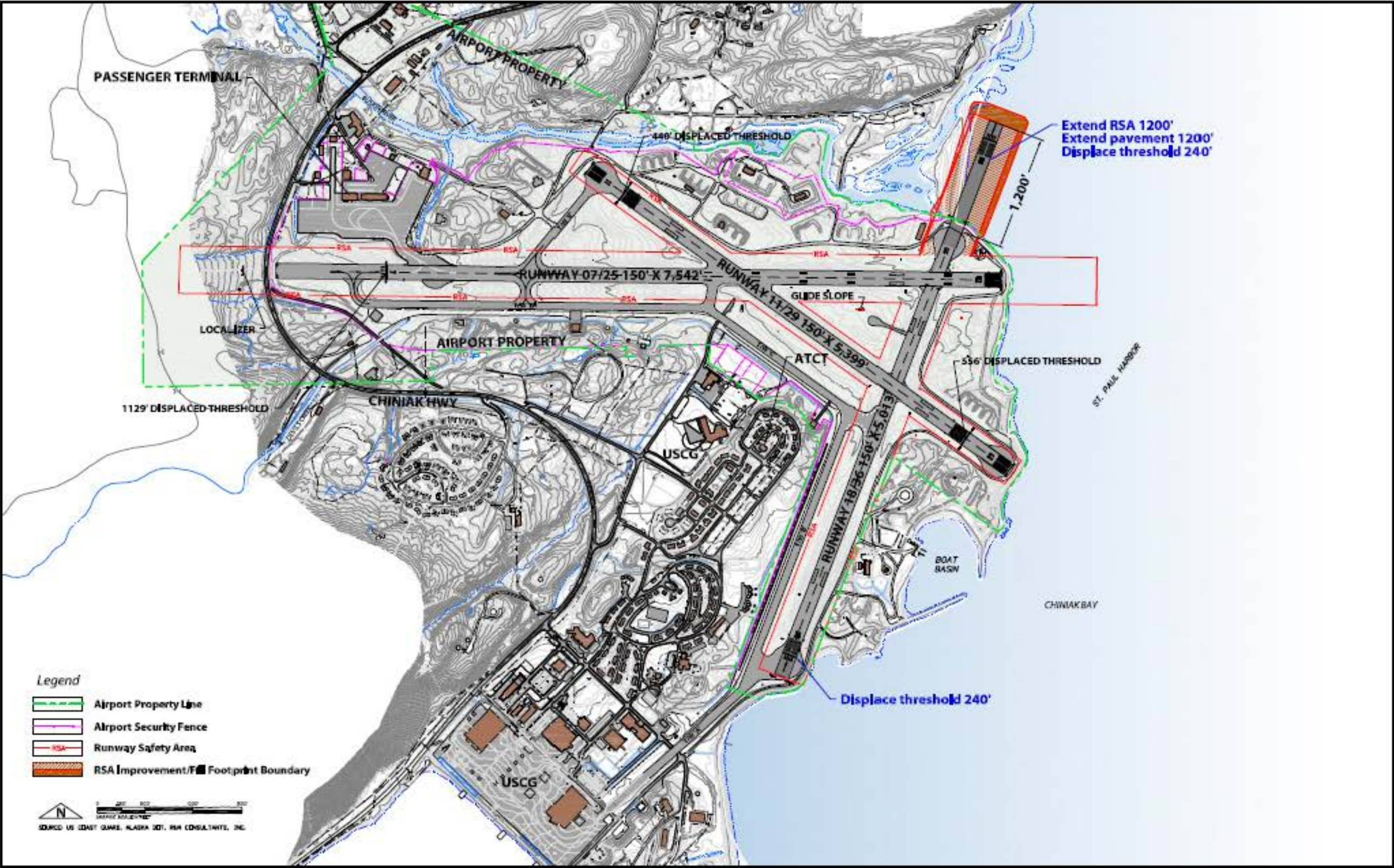


Figure A4. Runway 18/36, Alternative 3. (Source: Barnard Dunkelberg and Company)

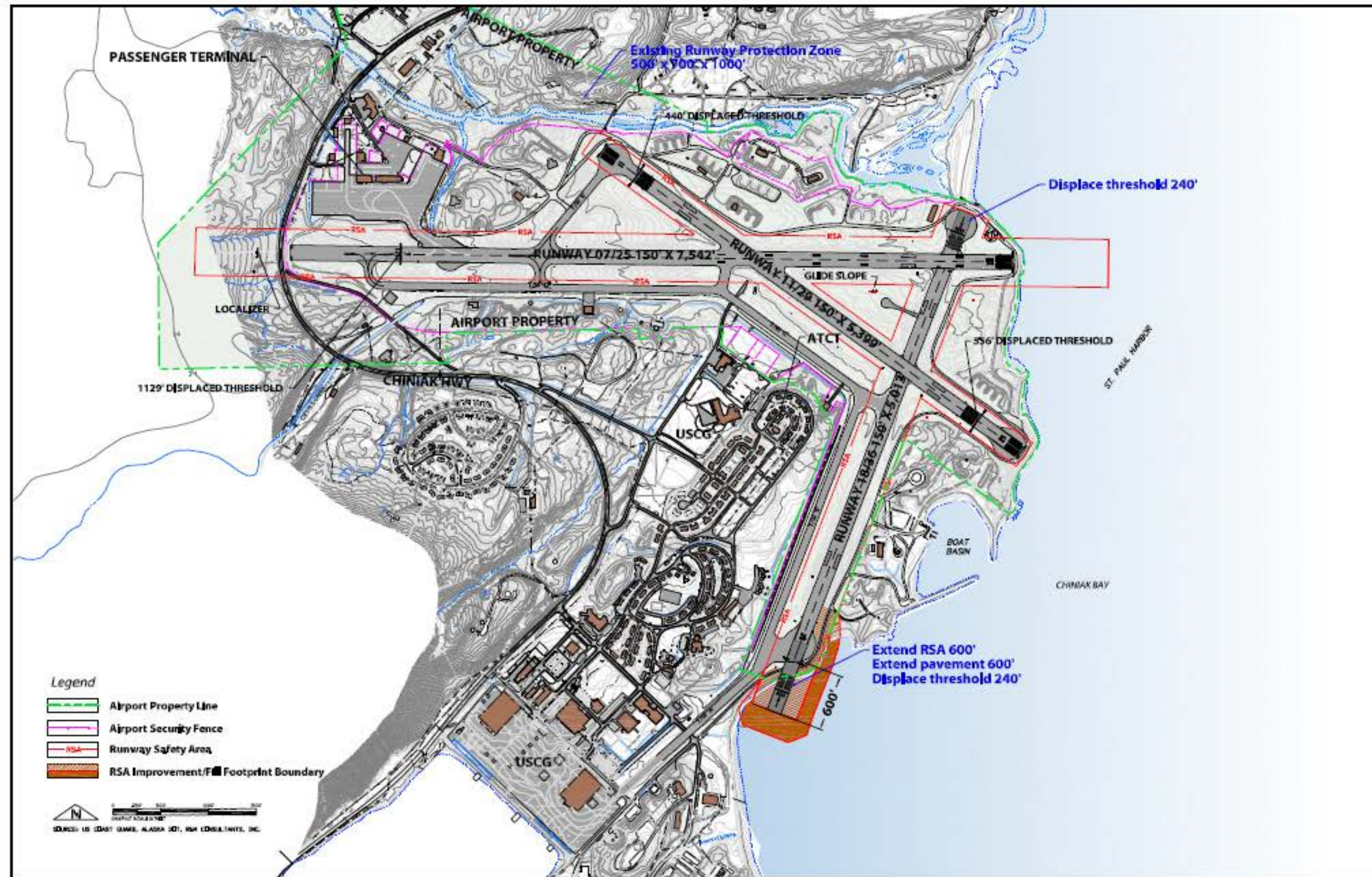


Figure A5. Runway 18/36, Alternative 4. (Source: Barnard Dunkelberg and Company)



U.S. Department
of Transportation
**Federal Aviation
Administration**

AAL-614
Alaskan Region Airports Division
222 West 7th Ave #14
Anchorage, AK 99513

July 20, 2009

Ms. Judith Bittner
Deputy Alaska State Historic Preservation Officer
550 W. 7th Ave., Suite 1310
Anchorage, Alaska 99501-3565

RE: Cultural Resources Technical Report for the Kodiak Airport EIS

Dear Ms. Bittner:

In compliance with the implementing regulations (36 CFR 800) of the National Historic Preservation Act, enclosed is a copy of the Section 106 cultural resources technical report prepared by SWCA, Inc. Environmental Consultants (SWCA) as part of the Federal Aviation Administration's (FAA) Environmental Impact Statement (EIS) for the Kodiak Airport (the Airport). The EIS assesses two proposed projects, both of which address runway safety area deficiencies. The EIS also assesses no-action alternatives to each of the proposed projects.

The enclosed report describes the study area, summarizes studies undertaken by SWCA, the contractor selected by the FAA to complete the work, to identify historic, architectural, archaeological, and cultural resources that could be impacted by proposed improvements at the Airport, and provides an assessment of the anticipated impacts to such resources from the proposed undertakings. The area of potential effects (APE) is also described in the report and encompasses all areas that would be subject to direct or indirect impacts that could affect historic, architectural, archaeological, and cultural resources.

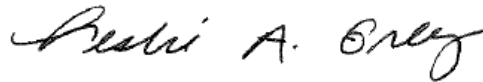
Nearly the entire APE for the proposed projects has been previously inventoried for historic properties. As such, SWCA conducted only a small amount of new survey, all of which occurred on lands administered by the U.S. Coast Guard. However, SWCA cultural resources specialists did conduct field verification of the results of previous surveys in the current APE. Additionally, the FAA and SWCA consulted with the staff of the Alutiiq Museum, the Kodiak Historical Society/Baranov Museum, and three federally recognized tribes in an effort to identify historic properties that could be affected by the proposed undertakings. The FAA has also consulted with the National Park Service because of the involvement of a National Historic Landmark.

Numerous historic properties are present in the general area of the APE; however, only one, the Kodiak Naval Operating Base and Forts Greely and Abercrombie National Historic Landmark (NHL), is located *within* the APE. The NHL boundary encompasses the entire airport property, which is owned by the U.S. Coast Guard.

The FAA has concluded that all of the action alternatives for each of the two proposed projects would result in No Adverse Effect to historic properties. The no-action alternatives would result in No Historic Properties Affected. Each of the action alternatives for the two runway safety area projects would result in the extension of the landmass off one or more runway ends for Runways 07/25 and 18/36. This placement of fill would have a minor affect on the design and setting of the NHL, but the affect would not alter those characteristics of the site that render it eligible for the National Register of Historic Places or its status as an NHL. Additionally, no contributing features of the NHL would be adversely affected. The runway pavement for either or both runway ends of Runway 18/36 and Runway end 07 would be extended under any given alternative being considered in the EIS. While the original runways were identified as a contributing feature of the NHL at the time the NHL was designated, the runways have been repaved and maintained since that time, and the limited extension of the runway pavement under the EIS alternatives would not adversely affect the characteristics of the runways that render them a contributing resource.

The FAA respectfully requests your concurrence with our findings of No Adverse Effect for the any of the action alternatives being considered for Runways 07/25 and 18/36. Please, feel free to contact me if you have any questions or comments regarding the enclosed materials or require additional information. I can be reached at the address above or at 907-271-5453. You may also contact Sheri Ellis at SWCA. She can be reached via email at sellis@swca.com or via phone at (801) 322-4307.

Sincerely,



Leslie Grey
FAA, Alaska Region Airports Division
Kodiak Airport EIS Project Manager

Enclosure

cc: Sheri Murray Ellis (SWCA)
Brad Rolf (BDC)



U.S. Department
of Transportation
**Federal Aviation
Administration**

AAL-614
Alaskan Region Airports Division
222 West 7th Ave #14
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July 20, 2009

Darrell Lewis
Historian
National Park Service, Alaska Region
240 W. 5th Ave., Rm. 114
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RE: Cultural Resources Technical Report for the Kodiak Airport EIS

Dear Mr. Lewis:

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The enclosed report describes the study area, summarizes studies undertaken by SWCA, the contractor selected by the FAA to complete the work, to identify historic, architectural, archaeological, and cultural resources that could be impacted by proposed improvements at the Airport, and provides an assessment of the anticipated impacts to such resources from the proposed undertakings. The area of potential effects (APE) is also described in the report and encompasses all areas that would be subject to direct or indirect impacts that could affect historic, architectural, archaeological, and cultural resources.

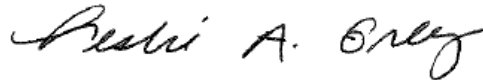
Numerous historic properties are present in the general area of the APE; however, only one, the Kodiak Naval Operating Base and Forts Greely and Abercrombie National Historic Landmark (NHL), is located *within* the APE. The NHL boundary encompasses the entire airport property, which is owned by the U.S. Coast Guard.

The FAA has concluded that all of the action alternatives for each of the two proposed projects would result in No Adverse Effect to historic properties. The no-action alternatives would result in No Historic Properties Affected. Each of the action alternatives for the two runway safety area projects would result in the extension of the landmass off one or more runway ends for Runways 07/25 and 18/36. This placement of fill would have a minor affect on the design and setting of the NHL, but the affect would not alter those characteristics of the site that render it eligible for the National Register of Historic Places or its status as an NHL. Additionally, no contributing

features of the NHL would be adversely affected. The runway pavement for either or both runway ends of Runway 18/36 and for Runway end 07 would be extended under any given alternative being considered in the EIS. While the original runways were identified as contributing features of the NHL at the time the NHL was designated, the runways have been repaved and maintained since that time, and the limited extension of the runway pavement under the EIS alternatives would not adversely affect the characteristics of the runways that render them a contributing resource.

The FAA respectfully requests your concurrence with our findings of No Adverse Effect for the any of the action alternatives being considered for Runways 07/25 and 18/36. Please, feel free to contact me if you have any questions or comments regarding the enclosed materials or require additional information. I can be reached at the address above or at 907-271-5453. You may also contact Sheri Ellis at SWCA. She can be reached via email at sellis@swca.com or via phone at (801) 322-4307.

Sincerely,



Leslie Grey
FAA, Alaska Region Airports Division
Kodiak Airport EIS Project Manager

Enclosure

cc: Sheri Murray Ellis (SWCA)
Brad Rolf (BDC)



U.S. Department
of Transportation
**Federal Aviation
Administration**

AAL-614
Alaskan Region Airports Division
222 West 7th Ave #14
Anchorage, AK 99513

October 27, 2009

Darrell Lewis
Historian
National Park Service, Alaska Region
240 W. 5th Ave., Rm. 114
Anchorage, AK 99501

RE: Follow-up on Cultural Resources Technical Report for the Kodiak Airport EIS and FAA Findings of Effect

Dear Mr. Lewis:

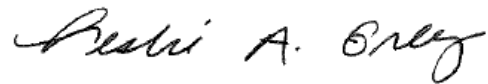
This letter is to follow up with you regarding our July 20, 2009 transmittal of the cultural resources technical report and request for your concurrence regarding the Federal Aviation Administration's (FAA's) finding of effect for potential impacts to the Kodiak Naval Operating Base and Forts Greely and Abercrombie National Historic Landmark (NHL) from proposed runway safety area improvements under consideration in the FAA's Kodiak Airport Environmental Impact Statement (EIS). We want to be sure that we have provided ample opportunity for the National Park Service to comment on those findings.

As we described in the technical report and our transmittal cover letter sent with the report, each of the action alternatives under consideration in the EIS to address runway safety area deficiencies would result in the placement of fill material in and immediately adjacent to the boundary of the NHL. Action alternatives for one of the two runways considered for safety area improvements would also require a short extension of the runway pavement; the runways are considered contributing resources of the NHL. No other contributing features of the NHL would be directly or indirectly affected by any of the alternatives.

The FAA finds that the addition of fill, while slightly changing the overall design and setting of the NHL, would not have an appreciable impact on the reasons the NHL was designated. Additionally, we find that the extension of the runway pavement would have similar limited effects. As such, FAA has rendered a finding of No Adverse Effect for all of the action alternatives with regards to the NHL. The FAA respectfully requests your concurrence with our findings. In order to ensure that we can continue moving forward with the Section 106 process and document our consultation efforts accordingly, we will assume that you concur with our findings should we receive no response from you by November 30, 2009.

Please, feel free to contact me if you have any questions or comments regarding our findings or require additional information. I can be reached at the address above or at 907-271-5453. You may also contact our cultural resource consultant for the project, Sheri Ellis of SWCA Environmental Consultants. She can be reached via email at sellis@swca.com or via phone at (801) 322-4307.

Sincerely,

A handwritten signature in cursive script that reads "Leslie A. Grey".

Leslie Grey
FAA, Alaska Region Airports Division
Kodiak Airport EIS Project Manager

cc: Sheri Murray Ellis (SWCA)
Brad Rolf (BDC)

STATE OF ALASKA

DEPARTMENT OF NATURAL RESOURCES

DIVISION OF PARKS & OUTDOOR RECREATION OFFICE OF HISTORY AND ARCHAEOLOGY

SEAN PARNELL, GOVERNOR

550 WEST 7TH AVENUE, SUITE 1310
ANCHORAGE, ALASKA 99501-3565

PHONE: (907) 269-8721
FAX: (907) 269-8908

August 3, 2009

File No.: 3130-1R FAA

Leslie Grey
Federal Aviation Administration
Alaskan Region Airports Division
222 West 7th Avenue #14
Anchorage, AK 99513

Subject: Kodiak Airport Cultural Resources Technical Report

Dear Leslie Grey:

This office received your letter on July 30, 2009 concerning the proposed runway safety upgrades at the Kodiak Airport. We reviewed this undertaking for potential impacts to historic and archaeological resources pursuant to Section 106 of the National Historic Preservation Act. We concur with your finding that the proposed undertaking will result in No Historic Properties Adversely Affected.

Please contact Doug Gasek at 269-8726 if you have any questions or need further assistance.

Sincerely,



Judith E. Bittner
State Historic Preservation Officer

Deputy

JEB:dfg



U.S. Department
of Transportation
**Federal Aviation
Administration**

Alaskan Region Airports Division
222 West 7th Ave #14
Anchorage, AK 99513

5/22/2012 330-1R FAA
RECEIVED

MAY 23 2012

No Historic Properties Adversely Affected
Alaska State Historic Preservation Officer
Date: 5/22/2012
File No. 3130-1R FAA SUR

In Reply Refer To:
3-02-0158-010-2007

May 9, 2012

Ms. Judith Bittner
State Historic Preservation Officer
Alaska Office of History and Archaeology
550 W. 7th Avenue, Suite 1310
Anchorage, AK 99501-3565

RECEIVED

MAY 14 2012

OHA

RE: Kodiak Airport Environmental Impact Statement; Amended *Finding of Effect*
File No. 3130-1R FAA

Dear Ms. Bittner:

The Alaska Department of Transportation and Public Facilities (DOT&PF), in cooperation with the Federal Aviation Administration (FAA), is proposing to improve runway safety areas at the Kodiak Airport, in Kodiak, Alaska (T. 28 S., R. 20 W., S. 12, 22, and 23; Seward Meridian; USGS topographical maps Kodiak C-2 and Kodiak D-2). The FAA is the lead federal agency for the undertaking and is preparing an environmental impact statement (EIS) to evaluate and disclose the potential effects of implementing any of the several alternatives under consideration.

In July 2009, the FAA transmitted the technical report describing the area of potential effects (APE), summarizing the methods used to identify historic properties, and detailing the results of those methods. With the technical report, the FAA also submitted our finding of effect that the proposed project would result in no adverse effect on any historic properties. We received your concurrence with that finding in a letter dated August 3, 2009. Subsequent to our finding of effect, the FAA has undertaken additional work on the EIS and has modified the alternatives under consideration. Figures showing the new alternatives are provided as attachments to this letter. Given the reconfiguration of alternatives, we are submitting to you an updated finding of effect to document our evaluation of the current alternatives relative to historic properties. All of the current alternatives fall within the APE (see attached figure) previously established for this project and on which you provided your concurrence; therefore, no new efforts to identify historic properties were necessary.

Pursuant to 36 CFR 800.5(b), implementing regulations of Section 106 of the National Historic Preservation Act, FAA finds *no adverse effect* on historic properties by the new alternatives for the proposed project.

As you may recall from our previous correspondence, the project consists of expanding the approach and departure runway safety areas (RSAs) at the ends of two runways at the Kodiak Airport: Runway 07/25 and Runway 18/36. Improving the RSAs to meet federal standards to the extent practical will require placement of fill to extend the landmass around the existing airport. The FAA is considering three alternatives, including the No-Action Alternative, for Runway 07/25 and seven

alternatives, including the No-Action Alternative, for Runway 18/36. The different action alternatives vary by the amount and location of fill (see attached figures).

As reported previously, only one historic property, the Kodiak Naval Operating Base and Forts Greely and Abercrombie National Historic Landmark (NHL) (KOD-124) is located in the APE for this project. The NHL boundary encompasses the entire airport property (see attached figure), which is owned by the U.S. Coast Guard, and contains numerous contributing features, including the runways (KOD-762 and KOD-764).

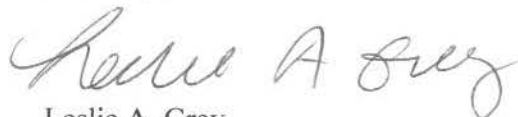
The FAA has concluded that all of the action alternatives for each of the two runways would result in *no adverse effect* to the historic property. The No-Action Alternatives would result in *no historic properties affected*. Each of the action alternatives for the two runway safety area projects would result in the extension of the landmass off one or more runway ends for Runways 07/25 (KOD-764) and 18/36 (KOD-762). This placement of fill would have a minor affect on the design and setting of the NHL, but the affect would not alter those characteristics of the site that render it eligible for the National Register of Historic Places or its status as an NHL. The height of the fill – the landmass extension(s) – would match the existing landmass height, and the side slopes of the new fill would be contoured and clad in materials consistent with the existing coastline of the NHL.

No contributing features of the NHL would be adversely affected. The runway pavement for both ends of Runway 18/36 would be altered under Alternative 7 for that runway. Under this alternative, a bed of synthetic crushable concrete, referred to by the acronym EMAS, would be placed on top of the existing runway pavement at the north end of the runway. At the same time, new pavement would be added off of the south end of the runway to extend the overall length of the runway. The FAA finds that neither of these actions would significantly affect the location, design, materials, workmanship, setting, feeling, or association of the runway or, by extension, the NHL. While the original runways were identified as a contributing feature of the NHL at the time the NHL was designated, the runways have been repaved and maintained since that time, and the limited extension of the runway pavement under Runway 18/36 Alternative 7 would not adversely affect the characteristics of the runway that render it a contributing resource.

As part of our consultation for this project and due to the presence of the NHL, the FAA will be submitting a copy of this amended finding of effect to the National Park Service for their consideration. The FAA will also continue to engage in consultation with federally recognized tribes and other consulting parties throughout the preparation of the EIS.

The FAA respectfully requests your concurrence with our findings of *no adverse effect* for the any of the action alternatives being considered for Runways 07/25 and 18/36. Please, feel free to contact me if you have any questions or comments regarding the enclosed materials or require additional information. I can be reached at the address above or at 907-271-5453.

Sincerely,



Leslie A. Grey
FAA, Alaskan Region Airports Division
Kodiak Airport EIS Project Manager



U.S. Department
of Transportation
**Federal Aviation
Administration**

Alaskan Region Airports Division
222 West 7th Ave #14
Anchorage, AK 99513

In Reply Refer To:
3-02-0158-010-2007

May 9, 2012

Ms. Judith Bittner
State Historic Preservation Officer
Alaska Office of History and Archaeology
550 W. 7th Avenue, Suite 1310
Anchorage, AK 99501-3565

RE: Kodiak Airport Environmental Impact Statement; Amended *Finding of Effect*
File No. 3130-IR FAA

Dear Ms. Bittner:

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Pursuant to 36 CFR 800.5(b), implementing regulations of Section 106 of the National Historic Preservation Act, FAA finds *no adverse effect* on historic properties by the new alternatives for the proposed project.

As you may recall from our previous correspondence, the project consists of expanding the approach and departure runway safety areas (RSAs) at the ends of two runways at the Kodiak Airport: Runway 07/25 and Runway 18/36. Improving the RSAs to meet federal standards to the extent practical will require placement of fill to extend the landmass around the existing airport. The FAA is considering three alternatives, including the No-Action Alternative, for Runway 07/25 and seven

alternatives, including the No-Action Alternative, for Runway 18/36. The different action alternatives vary by the amount and location of fill (see attached figures).

As reported previously, only one historic property, the Kodiak Naval Operating Base and Forts Greely and Abercrombie National Historic Landmark (NHL) (KOD-124) is located in the APE for this project. The NHL boundary encompasses the entire airport property (see attached figure), which is owned by the U.S. Coast Guard, and contains numerous contributing features, including the runways (KOD-762 and KOD-764).

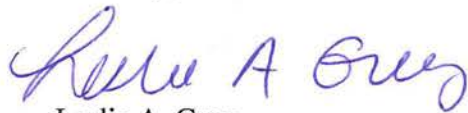
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No contributing features of the NHL would be adversely affected. The runway pavement for both ends of Runway 18/36 would be altered under Alternative 7 for that runway. Under this alternative, a bed of synthetic crushable concrete, referred to by the acronym EMAS, would be placed on top of the existing runway pavement at the north end of the runway. At the same time, new pavement would be added off of the south end of the runway to extend the overall length of the runway. The FAA finds that neither of these actions would significantly affect the location, design, materials, workmanship, setting, feeling, or association of the runway or, by extension, the NHL. While the original runways were identified as a contributing feature of the NHL at the time the NHL was designated, the runways have been repaved and maintained since that time, and the limited extension of the runway pavement under Runway 18/36 Alternative 7 would not adversely affect the characteristics of the runway that render it a contributing resource.

As part of our consultation for this project and due to the presence of the NHL, the FAA will be submitting a copy of this amended finding of effect to the National Park Service for their consideration. The FAA will also continue to engage in consultation with federally recognized tribes and other consulting parties throughout the preparation of the EIS.

The FAA respectfully requests your concurrence with our findings of *no adverse effect* for the any of the action alternatives being considered for Runways 07/25 and 18/36. Please, feel free to contact me if you have any questions or comments regarding the enclosed materials or require additional information. I can be reached at the address above or at 907-271-5453.

Sincerely,



Leslie A. Grey
FAA, Alaskan Region Airports Division
Kodiak Airport EIS Project Manager

Enclosures:

Figure – Area of Potential Effects

Figures – Kodiak Airport EIS Action Alternatives

Figure – NHL Boundary

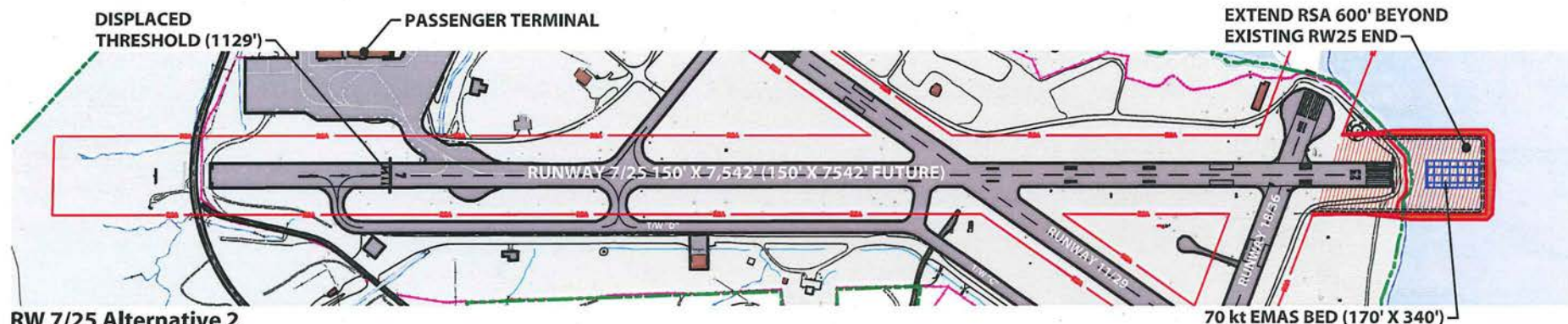
cc w/ enclosures:

Valerie Gomez, DOT&PF Central Region Section 106 Coordinator

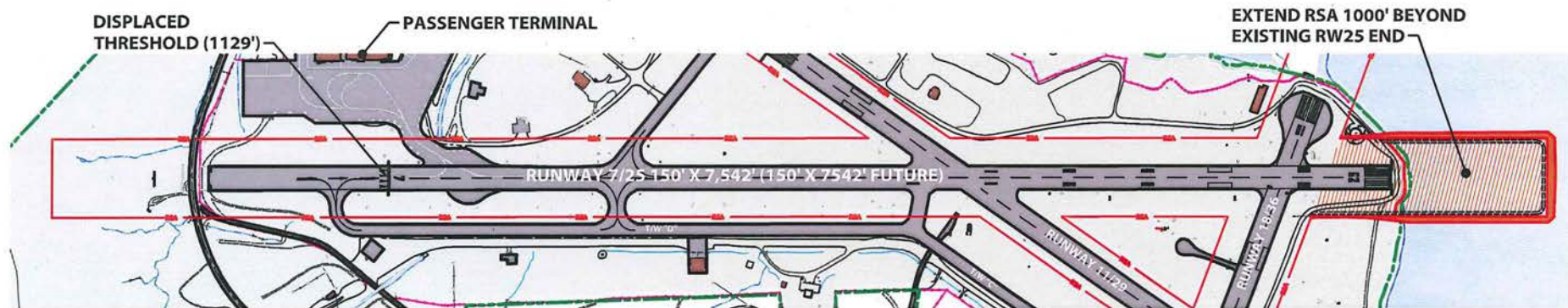
cc w/o enclosures:

Wolfgang Junge, P.E., DOT&PF Central Region, Project Manager

Brad Rolf, Barnard Dunkelberg & Company, Project Manager

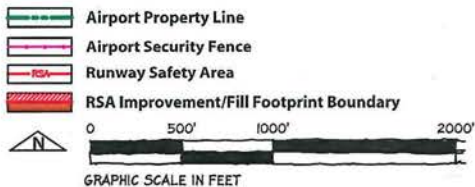


RW 7/25 Alternative 2
 Extend Runway 25 RSA landmass by 600 feet and install 70kt EMAS on newly constructed landmass

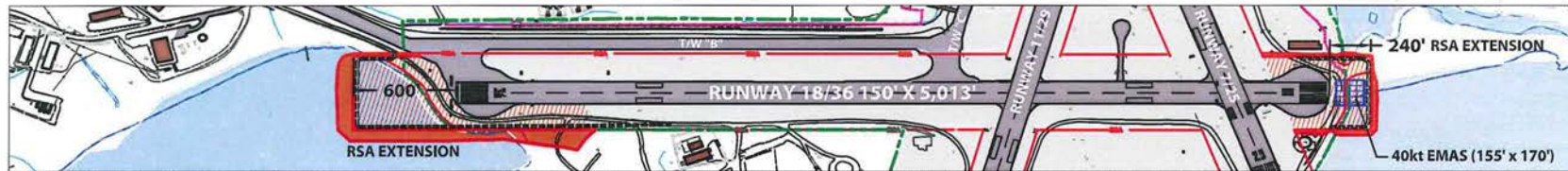


RW 7/25 Alternative 3
 Extend Runway 25 RSA landmass by 1000 feet

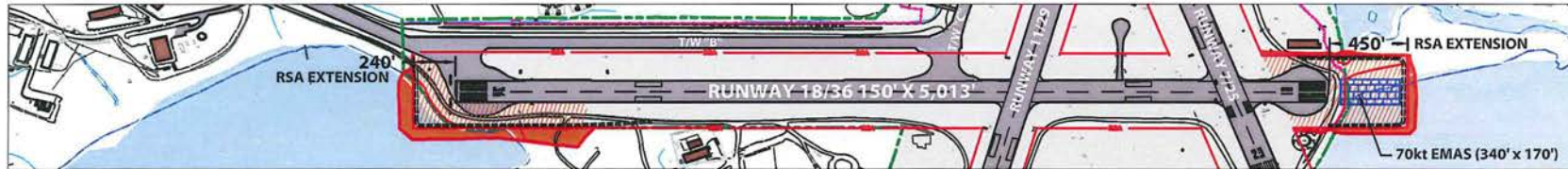
Legend



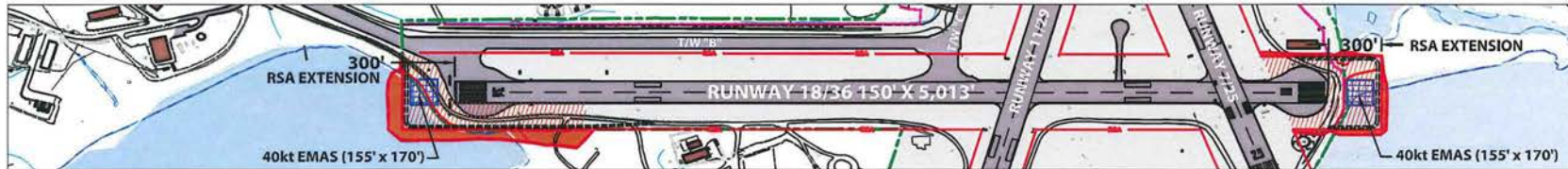
SOURCE: US COAST GUARD, ALASKA DOT, R&M CONSULTANTS, INC.



RW18/36 Alternative 2 - Extend Runway RSA to south by 600 feet, to north by 240 feet and install 40kt EMAS on newly constructed landmass



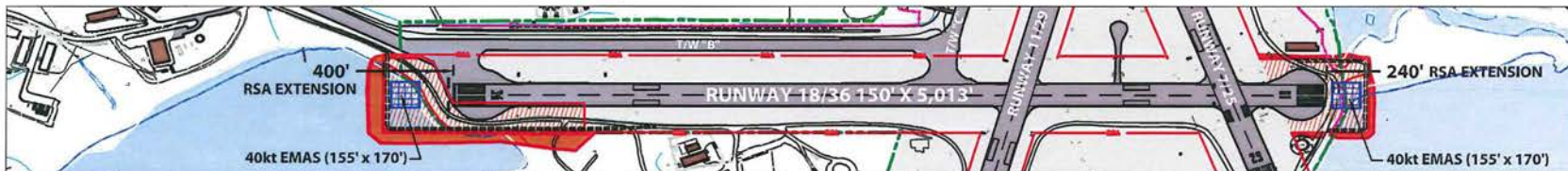
RW18/36 Alternative 3 - Extend Runway RSA to north by 450 feet and south by 240 feet and install 70 kt EMAS on newly constructed landmass



RW18/36 Alternative 4 - Extend Runway RSA to north and south by 300 feet and install 40kt EMAS on newly constructed landmass



RW18/36 Alternative 5 - Extend Runway RSA to north and south by 600 feet



RW18/36 Alternative 6 - Extend Runway RSA to south by 400 feet, to north by 240 feet and install 40kt EMAS on newly constructed landmass

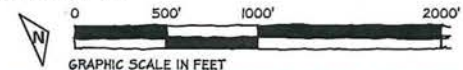


RW18/36 Alternative 7 - Extend Runway RSA to south by 600 feet, shift runway south 240', and install 40kt EMAS on existing pavement

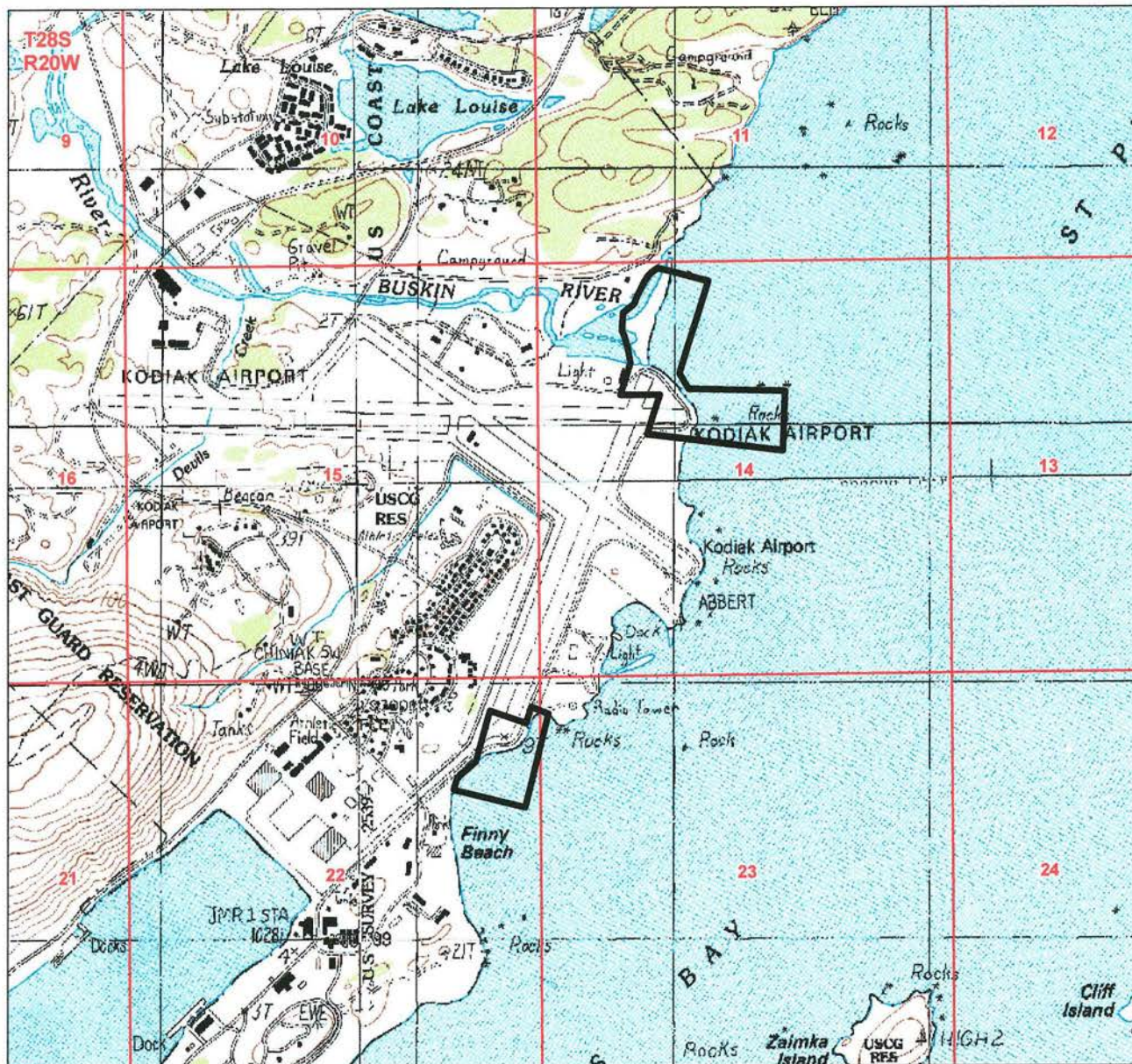
Legend

- Airport Property Line
- Runway Safety Area
- Airport Security Fence
- RSA Improvement/Fill Footprint Boundary


SOURCE: US COAST GUARD, ALASKA DDT, R&M CONSULTANTS, INC.



KODIAK AIRPORT ENVIRONMENTAL IMPACT STATEMENT



Kodiak Airport EIS

 Area of Potential Effects

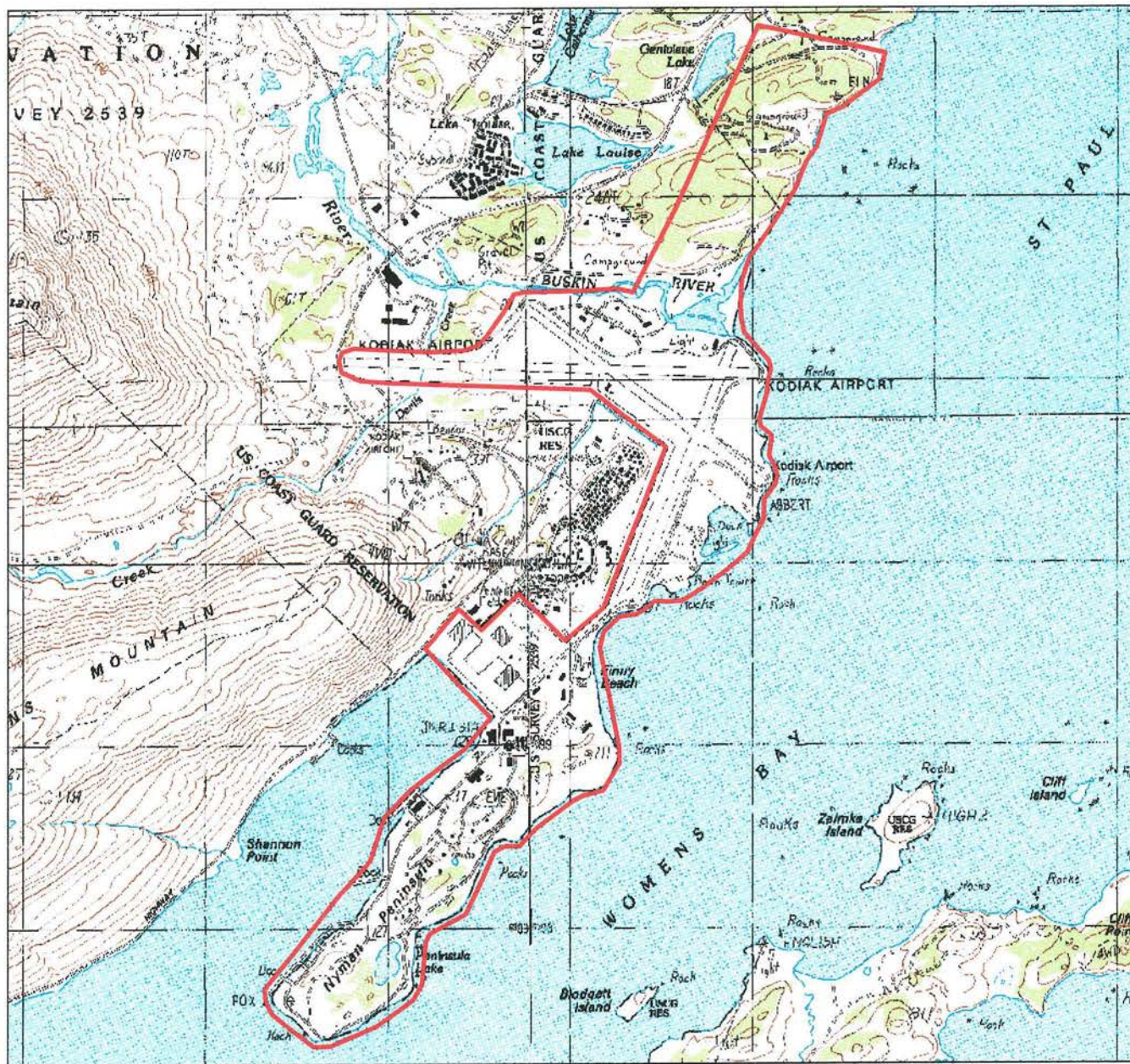


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Base map comes from Kodiak (C-2) NE,
Kodiak (C-2) NW, Kodiak (D-2) SE,
and Kodiak (D-2) SW, AK USGS
1:25,000 topographic quadrangles.

Monday, June 22, 2009 8:52:28 AM
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Kodiak Airport EIS

National Historic Landmark Boundary



1:35,000

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Feet

Base map comes from Kodiak (C-2) NE, Kodiak (C-2) NW, Kodiak (D-2) SE, and Kodiak (D-2) SW, AK USGS 1:25,000 topographic quadrangles.

Wednesday, June 17, 2009 10:56:28 AM
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